

Evaluation of the Full Service Extended Schools Project: End of First Year Report

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Evaluation of the Full Service Extended Schools Project

Executive summary

The full service extended schools initiative

This report presents the findings of the evaluation of the first year (school year 2003-4) of the full service extended schools (FSES) initiative, part of the government's overall vision for all schools to offer a core set of extended activities by 2010. This initiative seeks to support the development in every local authority (LA) area of one or more schools which provide a comprehensive range of services on a single site, including access to health services, adult learning and community activities as well as study support and 8am to 6pm wrap-around childcare. In the first year, 61 projects were funded, all of them in Behaviour Improvement Programme areas.

The evaluation

The evaluation, undertaken by a team from the Universities of Manchester and Newcastle, will track the FSES initiative across the three years of its planned duration. In this first year, the evaluation comprised the following strands:

- 'mapping visits' to 22 of the 61 FSESs aiming to describe their activities, characterise the challenges and opportunities they were encountering and identify any early outcomes;
- in-depth case studies of 12 of these 22 projects, aiming to map their work in more detail and work with project leaders to articulate the 'theory of change' which provided the underpinning rationale for their FSES activities and provision;
- a telephone survey of school and other personnel leading the provision of childcare in the FSESs participating in the mapping visits; and
- a scoping study exploring the feasibility of a cost-benefit analysis of FSESs.

At this stage of the evaluation, most of the evidence is drawn from interviews with FSES leaders in schools and local authorities, with some interviewing of pupils, parents, community members and members of schools' partner organisations.

Main findings

- Local authorities and schools were seeing the full service extended schools initiative as an opportunity to rethink the role of schools in relation to their pupil populations and to the families and communities they serve. In very broad terms, schools saw full service status as a means of addressing some of the out-of-school difficulties faced by their pupils. These difficulties have long had significant impacts on pupils' achievement, but schools' capacity to reduce those impacts has hitherto been limited.
- Although full service extended schools were operating within a broad brief given them by DfES, there was considerable diversity in how they had interpreted this

brief. This was reflected both in the particular activities engaged in by different schools, in the range of partnerships they had established and in the underlying rationales they had begun to construct. Although, therefore, all full service extended schools are similar, no two are identical.

- If managed properly (often through the designation of a full service co-ordinator), the full service approach could free heads and teachers to concentrate on their core business and/or create more favourable conditions within which they could operate. However, the leadership of full service extended schools could also impose strains on members of school leadership teams and could impact on the roles of other school staff. These strains and impacts might potentially distract heads and teachers from their 'core business' of promoting achievement.
- Full service extended schools were, in some cases, achieving high levels of multi-agency working. Where this was the case, schools and other agencies reported considerable benefits in terms of co-ordinating approaches to vulnerable children and their families, improving information-sharing procedures, targeting services appropriately and enhancing children's and families' access to services. Experiences in attempting to develop multi-agency working were, however, mixed. Some schools reported very positive responses; others reported partner agencies that were over-stretched, bound by their own procedures and priorities, threatened by full service developments, or otherwise unresponsive to schools' advances. It seems that work with these agencies requires a considerable investment of time and understanding on the part of schools and local authorities.
- Most full service extended schools saw the provision of childcare as important to their overall rationale. They believed that there were potentially significant benefits for children, families and communities arising from such provision. These included impacts on children's learning, more positive relationships between schools and families and support for parents in accessing services and in finding and maintaining employment. The development of provision required a strategic approach, the development of partnerships and a high level of support from the local authority and others in the childcare field. Even so, it created some stresses for schools and might not always be met with enthusiasm either by local families or by potential partners. Moreover, there was as yet no hard evidence of a positive carry-over from childcare provision to classroom learning. There was also little evidence that most secondary schools had any strong motivation to develop pre-school childcare provisions beyond crèche facilities to support adult learning.
- In many cases, the development of full service extended schools was one of a range of initiatives that were running concurrently. Local authorities were often simultaneously engaged in one or more of a range of: developing extended schools across the authority as a whole, creating a coherent programme of early years provision, establishing Children's Trusts, merging services in response to the Children Act 2004, or regenerating disadvantaged areas. At the same time, schools were themselves involved in a wide range of initiatives – not least the Behaviour Improvement Programme and Excellence in Cities initiatives. The common response was for these initiatives to be brought together into a wider strategic approach at both school and local authority level. Sometimes, however, these initiatives were seen as conflicting.
- Schools and local authorities were positive about the potential of the government's *Every Child Matters* agenda and of the Five Year Strategy for creating a framework within which their strategic approaches might emerge. They saw the emergence of more integrated structures – integrated services, common

assessment frameworks, unified local authority departments, Children's Trusts and so on - as facilitating the aims of full service extended schools. However, there were also some concerns about the extent to which government policy overall offered similarly coherent support and, in particular, about the short-term nature of funding on which full service extended schools depend. In general terms, schools and local authorities saw themselves as confronted by multiple immediate opportunities rather than by a single, long-term national strategy in which they could see a clear role for themselves. This was an exciting situation but one which placed considerable onus on them to devise their own strategies and to find ways of making those strategies sustainable. Many in fact appeared to be successful in so doing.

- Not surprisingly, most full service extended schools were driven by their own heads and governors, with more or less support and guidance from local authorities. Inevitably, the underlying rationales for schools' approaches often focus on their own concerns and imperatives which may or may not be identical with those of local communities. Nonetheless, there was also evidence of meaningful consultation with those communities as well as of the involvement of communities, parents and students in decision-making.
- There was considerable anecdotal evidence of positive outcomes from full service extended schools. These include examples of raised attainment, increased pupil engagement with learning and growing trust and support between families and schools. There were indications that full service provision might potentially intervene to break established cycles of disadvantage in some cases. None of this yet amounts to robust evidence of 'effectiveness' (however defined) but it suggests that longer-term and more wide-ranging outcomes may indeed be possible. It is possible that the benefits of these outcomes (calculated in terms of returns to society) will outweigh the costs.
- Schools were able to differing extents to articulate coherent 'theories of change', setting out how their actions will bring about desired changes for children and young people, their families and communities. These theories indicated optimism about the capacity of schools to make a real difference to the people they serve. It is too early to say how these theories will work out in practice, but it is not entirely clear whether schools have the capacity to bring about some of the more ambitious changes they envisage.

Questions for development

At this early stage of their development, FSESs show considerable promise as a means of delivering important outcomes for children, families and communities. However, they are also characterised by some tensions and ambiguities. The following questions may be important for leaders of FSES initiatives to consider as they take this work forward:

Some questions for full service extended schools

Aims of the school

- * What does the school aim to achieve through its full service extended approach?
- * What is the balance between different aims, such as overcoming barriers to learning, changing local cultures and school stabilisation?
- * What is the balance between dealing with presenting problems and bringing about fundamental change?
- * What is the balance between targeting groups and individuals for ‘quick wins’ and targeting those in greatest need?
- * How do these aims relate to the ‘core business’ of enhancing learning?
- * Over what time scale can these aims be achieved?

School and community

- * How feasible is the notion of bringing about cultural change in local communities? Does the school have the capacity to generate changes of this kind?
- * How does any proposed change in local cultures interact with the material conditions under which local people live, in terms, for instance, of housing, employment opportunities, street crime, transport and so on?
- * How will the school avoid an exclusively deficit view of the children and adults on whose behalf it is supposed to be working?
- * If school stabilisation is an aim, how will the school balance institutional advantage with service to pupils, families and communities?
- * How are community voices heard in the governance of the initiative?

School and local authority

- * Where does leadership of the initiative lie?
- * Is the local authority’s role to facilitate the school’s agenda or enlist it in a strategy formulated beyond the school?

List of acronyms

ALC	Advanced Learning Centre
BEST	Behaviour and Education Support Team
BIP	Behaviour Improvement Programme
BSF	Building Schools for the Future
CAF	Common Assessment Framework (for Children and Young People)
CAMHS	Child and Adolescent Mental Health Service
CBA	Cost-benefit analysis
CLAIT	Computer Literacy and Information Technology
CPD	Continuing professional development
CSV	Community Service Volunteers
CYPSP	Children and Young Person's Strategic Partnerships
CYPT	Community & Young People Trust
DfEE	Department for Education and Employment
DfES	Department for Education and Skills
EiC	Excellence in Cities
ECDL	European computer driving licence
EYDCP	Early Years Development and Childcare Partnerships
FE	Further Education
FSES	Full service extended school
HMle	HM Inspectorate of Education (in Scotland)
ICS	Integrated Community Schools (in Scotland)
IRT	Identification Referral and Tracking
ISA	Information Sharing and Assessment
LA	Local Authority
LEA	Local Education Authority
LSP	Local Strategic Partnership
NCS	New Community Schools (in Scotland)
NPV	Net present value
OFSTED	Office for Standards in Education
OOSH	Out of School Hours
PCT	Primary Care Trust
PFI	Private Finance Initiative
PRP	Pupil Referral Panel
SSP	Specialist Schools Programme
TESSS	The Extended Schools Support Service

Glossary

Behaviour and Education Support Teams (BESTs) are multi-agency teams comprising of professionals from Health, Social Care and Education. BEST teams work in schools (and in the community) with children and families to meet the needs of children with, or at risk of developing, behavioural and emotional problems. The aim of BEST teams is to promote educational well-being, positive behaviour and school attendance by adopting an early intervention and individualised approach in addition to supporting schools to bring about systemic change in the way behavioural and emotional issues are addressed. BESTs are one of the strands of Behaviour Improvement Programme (BIP) *q.v.*

The **Behaviour Improvement Programme (BIP)** was set up in July 2002 as part of the Government's Street Crime Initiative and has since been integrated into the Excellence in Cities (EiC) and Excellence Clusters initiatives. It is targeted at schools with acute behavioural and attendance problems and is aimed at improving poor pupil behaviour and attendance and supporting pupils to learn. Local programmes have also been established to pilot support mechanisms for children at risk of exclusion, truancy or criminal behaviour. Behaviour and Education Support Teams (BESTs) form a strand of BIP (see above) and bring together professionals to support children with behavioural and emotional difficulties.

Building Schools for the Future (BSF) is a government initiative to rebuild or renew every secondary school in England over a 10-15 year period. BSF brings together programme delivery partners including local authorities, national programme partners and specialist private sector companies.

The Children Act 2004 - On 15 November 2004 the Children Bill received Royal Assent and became the Children Act 2004. The Act provides a legislative framework for the wider strategy for improving children's wellbeing through integrated planning, commissioning and delivery of services, multi-disciplinary working, removed duplication, increased accountability, improved co-ordination of individual and joint inspections in local authorities and greatly enhanced information sharing. It subsumes many existing planning requirements into a single children and young people's plan that local authorities will be required to have in place by April 2006. The Children Act 2004 also places a new duty on local authorities to promote the educational achievement of looked after children.

The **Children's Fund** was launched in November 2000 as part of the Government's commitment to tackle disadvantage among children (aged 5-13 years), their families and communities. It operates in every local authority area in England through Children's Fund partnerships and programmes are delivered in schools and community venues. The underlying principles of the Children's Fund are prevention, partnership and participation. Through an early intervention and multi-agency approach, the programme aims to identify children at risk of social exclusion, and provide necessary support to help them to achieve their potential and prevent problems escalating and resulting in social exclusion.

Children's Trusts pathfinders were set up in thirty five local authorities to focus on improving outcomes for children and their families. They are about offering an integrated and responsive service for children (which is supported by integrated processes such as the Common Assessment Framework) within a single organisational focus. Key services involved are Local Education Authorities, Children's Social Services and Community and Acute Health Services. Often professionals are located in extended schools or Sure Start Children's Centres.

The **Common Assessment Framework for Children and Young People (CAF)** is a standardised approach to assessing children's needs for services which has been designed for professionals from a range of agencies to aid effective communication, collaboration and early identification of problems and avoid duplication. It is a key component in the Every Child Matters: Change for Children programme. From April 2006 it is expected that all local areas should work towards implementing the CAF.

Connexions is the government's support service for all young people aged 13 to 19 in England and is delivered through local partnerships. Connexions offers integrated and differentiated advice, guidance, and access to personal development opportunities and supports young people to make a smooth transition to adulthood and working life. Young people receive support from a Connexions personal advisor who works in a range of settings including schools. Multi-agency collaboration and youth involvement are key strands of Connexions.

Every Child Matters: Change for Children is the government's agenda around protecting children and young people (from birth to age 19) from harm and helping them to achieve what they want to in life. The Children Act 2004 (*q.v.*) constitutes the legislative aspect of the *Every Child Matters* agenda. Universal and targeted services are expected to come together to give children and young people the support they need to: be healthy; stay safe; enjoy and achieve; make a positive contribution and achieve economic well-being. The focus for achieving these outcomes is on: supporting parents and carers; early intervention and effective protection (through improved information sharing mechanisms, common assessment, introducing a lead professional and developing on the spot delivery); accountability and integration – locally (involving legislation to create the post of Director of Children's Services, a lead council member for children, a new Minister for Children, Young People and families and the integration of key services as part of Children's Trusts regionally) and nationally; and workforce reform.

Excellence Clusters are designed to bring the benefits of the EiC programme (*q.v.*) to smaller pockets of disadvantage in the most deprived areas of the country. They are implemented through local partnerships. They use a structured programme to raise standards and focus on the needs and aspirations of individual pupils and their parents. They provide the three core strands of the EiC programme: learning mentoring; extended opportunities for gifted and talented pupils and Learning Support centres.

Excellence in Cities (EiC) – This programme, launched in 1999, is a targeted programme of support (involving resources and a programme of strategies) for schools serving deprived urban areas of the country. There are six main strands of EiC: Learning Mentors; Learning Support Units; City Learning Centres; Beacon and

Specialist Schools; EiC Action Zones and Gifted and Talented. Funding is made available through the Leadership Incentive Grant, the Behaviour Improvement Programme and Study Support and enables schools to increase the diversity of provision for students and to encourage schools to co-operate to raise standards. The EiC programme is delivered locally by schools working in partnership with their local education authority.

The **Five Year Strategy for Children and Learners**, launched in July 2004, provides a summary of the government's plans for Early Years, Primary & Secondary Schools, 14-19 education and training, adult skills and higher education. The five year strategy makes a commitment to the establishment by 2006 of at least one FSES in each local authority area.

Identification, Referral and Tracking / Information Sharing and Assessment (IRT/ISA) – Through IRT/ISA the Government is developing ways to improve communication between multi-agency professionals working with children. This involves developing mechanisms for improved information sharing and for common assessment to help ensure that: all children and young people get access to the universal education and health services to which they are entitled and children and young people with additional needs get the right services at the right time.

Integrated Community Schools (ICSs) in Scotland (previously called New Community Schools) bring together a range of multi-agency professionals in a single team in schools. ICSs focus on the individual child and their families and aim to meet needs of pupils and their families and address barriers to learning. The Scottish Executive is rolling out the ICS approach to all schools in Scotland by 2007.

National Strategy for Neighbourhood Renewal - The Strategy sets out the Government's vision for narrowing the gap between deprived neighbourhoods and the rest of the country, so that within 10 to 20 years, no-one should be seriously disadvantaged by where they live. A New Commitment to Neighbourhood Renewal: A National Strategy Action Plan published in 2001 builds on the work of the 18 Policy Action Teams to bring about neighbourhood renewal in the 88 most deprived local authority areas and outlines a 'new' wider approach to neighbourhood renewal which removes the reliance on one-off regeneration spending and involves putting into place ideas including Neighbourhood Management and Local Strategic Partnerships.

Local Strategic Partnerships (LSPs) are non-statutory and multi-agency bodies which aim to bring together at a local level the different parts of the public, private, community and voluntary sectors. LSPs are being set up across the country as a way of improving the delivery of services to local people. They are central to the delivery of the New Commitment to Neighbourhood Renewal and LSPs in the 88 most deprived local authority areas receive additional resources through the Neighbourhood Renewal Fund (NRF).

Sure Start brings together, early education, childcare, health and family support to deliver the best start in life for every child. The government programme aims to achieve better outcomes for children, their parents and the communities by: increasing the availability of childcare for all children; improving health and emotional

development for young children and supporting parents as parents and in their aspirations towards employment. Sure Start Local Programmes have been established to offer a range of early learning, health and family services to 400,000 children living in disadvantaged areas and Sure Start Children's Centres have been and continue to be created in the most disadvantaged parts of England to bring high quality integrated early years services to the heart of communities.

Sure Start Children's Centres provide multi-agency services to meet the needs of and provide good outcomes for young children and their families. The core offer includes integrated early learning, care for children from birth, family support, health services, outreach services to children and families and access to training and employment advice. Sure Start Children's Centres endeavour to build on good practice and will help contribute towards the Government's commitment to: the best start in life for every child; better opportunities for parents; affordable, good quality childcare and stronger and safer communities.

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Evaluation of the Full Service Extended Schools Project

1. Background

1.1 The policy and practice context

1.1.1 The development of full service extended schools

This report presents the findings of the evaluation of the first year (school year 2003-4) of the full service extended schools (FSES) initiative, part of the government's overall vision for all schools to offer a core set of extended activities by 2010. This initiative seeks to support the development in every local authority (LA) area of one or more schools which provide a comprehensive range of services on a single site, including access to health services, adult learning and community activities as well as study support and 8am to 6pm wrap-around childcare.

The initiative takes further a series of initiatives - beginning in 2001 - to promote the development of extended schools. It does so by specifying more fully the range of services to be provided on the school site and introducing a particular emphasis on the co-location of services provided by other, non-educational agencies. However, it also builds on a wide range of full service and extended activities which were already present in some schools before the initiative was launched (see Wilkin et al, 2003a&b) as well as drawing on the experience of similar initiatives in other countries. Above all, it takes into a new phase a history of community and community-oriented schooling in this country which reaches back over many decades.

Appendix I outlines some of these antecedents of full service extended schools and sets out in more detail the context for this evaluation.

1.1.2 Current initiatives

The 'full service' addition to extended schools derives in part from some of the children's services proposals outlined in the 2003 Green Paper *Every Child Matters* (DfES, 2003) the Children Bill (now Act) (DfES, 2004c) and the accompanying *Next Steps* document (DfES, 2004a). These policy documents advocated a closer integration of the work of education and social services departments and health services in the interests of children, aided by the development of Children's Trusts. In this context, full service extended schools which can deliver a range of services to children and families from a single site have become one of the key means of delivering the Government's new agenda for children.

Accordingly, DfES has embarked on an initiative to fund at least one full service extended school (FSES) in each LEA area in a rolling programme across 2003-4, 2004-5 and 2005-6. In the first year of this initiative, which forms the focus of this

evaluation, the intention was that schools located in Excellence in Cities (EiC) Behaviour Improvement Programme (BIP) areas in 61 LEAs would develop models to offer the full range of services to their communities. Schools are accessing FSES funding mainly through BIP, but also through Sure Start and the London Challenge. The initial amounts on offer in the first year range from £93,000 to £162,000 per annum, decreasing annually for a further two years. The first year's funding varied between schools and between the funding streams through which it was released. An additional £25,000 was also available to each LEA/school project to support the development of childcare provision.

Schools nominated by each LEA or local authority (LA) for the FSES funding were to agree to provide a core set of services and activities: childcare; some health and social care services; lifelong learning; family learning; parenting support; study support; sports and arts; and ICT. A number of requirements were attached to the funding. Specifically:

- LEAs were required to satisfy themselves that their nominated school had the necessary leadership capacity and that it had, or would have, the appropriate management capacity to ensure there is no additional burden on teachers.
- They were also required to satisfy themselves that the school(s) could develop as full service approaches without being distracted from the standards agenda.
- School facilities were required to be open out of school hours, including weekends and holidays.
- The range of services and facilities developed at a FSES were required to be accessible to all groups, including pupils, families and the local community.
- Schools were to have regard to the DfES guidance issued on extended schools (published October 2002).
- Schools were expected to provide monitoring information, to have consulted with the school and local community to show that there exists demand for the core services, and were expected to have in mind when developing proposals how those proposals would seek to build positive links between people from different backgrounds within the community.
- The funding was expected to be used for staffing to manage the developments, incidental revenue costs from extended activities (heat, lighting, caretaking, volunteer expenses, transport costs for children and other users etc). It was expected that the bulk of the staffing and running costs of the individual services would be met by the service providers themselves, not by the schools.
- There were particular requirements and specifications issued by the DfES for each area of provision (childcare, health and social care etc) which were generally about access in terms of extended time and to a wide range of users.

Although many full service extended schools were expected to be lone institutions, it was also possible for projects in LEAs to be based around a FSES partnership comprising a cluster of schools and other providers. Local circumstances would, necessarily, determine the most appropriate model to meet local need. For example, a community might already be well catered for in terms of childcare and a school might need to provide only one of many childcare options, such as a breakfast club. Another school might decide that signposting local people to existing service provision was preferable to co-locating services on the school site. Whatever the model, however, DfES's expectation was that there should be evidence of multi-agency working

achieved through consultation with and support from relevant local partners such as Primary Care Trusts, Social Services Departments, police, Learning and Skills Councils (LSCs), Early Years Development and Childcare Partnerships (EYDCPs) and local community and voluntary organisations. In addition, where Local Strategic Partnerships and Children's Trusts exist, these too should be involved.

1.1.3 Future proposals

DfES's five year strategy (DfES, 2004b) makes a commitment to the establishment by 2006 of at least one FSES in each local authority area, but with an aspiration to develop 240 such schools. In addition, the government's recently-published ten strategy for childcare (HM Treasury, 2004) envisages that, over this period, every family will have easy access to integrated services through Sure Start Children's Centres and that childcare places between the hours of 8am and 6pm will become available for all children aged 3-14 whose parents wish to access them.

Over time, the DfES expects that the vast majority of schools will be part of a network or partnership that, as a whole, makes a full offer to their community. Schools and teachers will not be expected to make these extended offers alone. Children's Trusts will help to bring together schools with voluntary and community sector providers who can help in brokering solutions that do not involve extra work for teachers. As with the childcare guarantee, parents might be asked to contribute towards the cost of some extended services, though not for activities – such as study support, clubs and societies – that are currently free.

1.1.4 A note on terminology

It will be evident that this evaluation took place at a time of considerable policy development. At the time of many of our interviews, the Children Act 2004 was still the Children Bill and is referred to as such in this report. Likewise, local authorities were at various stages of restructuring in response to the proposals in the Bill for the creation of integrated departments bringing together the authority's Education function with the Children and Families functions of Social Services. In this fluid situation, we tend to write below in terms of 'local authorities' rather than 'Local Education Authorities'. Where we use the latter term, it refers to the traditional, non-reorganised education function or follows the practice of our respondents.

1.2 The evaluation

A three year evaluation of the full service extended schools initiative was commissioned from a team of researchers working across two Universities headed by Professor Alan Dyson (Manchester University) and Dr Liz Todd (Newcastle University), with Ivy Papps of Tecis Ltd. The aims of the evaluation were organised under four broad categories:

- to identify and characterise the activities undertaken by participating schools;
- to identify the processes underpinning these activities;
- to identify the impacts of activities;
- to identify the outcomes of activities.

In order to carry out this evaluation, the project team devised a four-part modular approach to be carried out over the three years. This comprised:

- a *mapping* module in years one and two of the evaluation, aimed at characterising the activities in a sample of full service extended schools, identifying process issues and likely impacts and outcomes;
- a *case study* module in all three years of the evaluation, aimed at exploring in more detail process issues in a smaller sample of FSESs, but particularly at identifying impacts and outcomes in as robust a manner as possible via further field visits aimed at articulating the theory of change underpinning each school's work;
- a *review* module in the third year of the evaluation, aimed at identifying key developments across the initiative by questionnaire and field visits, and at identifying, so far as possible, outcomes in terms of national and local indicators through statistical analyses of school-level and area-level administrative data;
- a *childcare* evaluation over the three years focusing separately on what kind of childcare services had been developed and assessing the importance of such services for the full service extended schools initiative; and
- a *cost benefit* analysis scoping module in the first year of the evaluation.

This report is concerned with the activities undertaken in the first year of the evaluation. At this early stage of the initiative, both outcomes and data on outcomes are, of course, somewhat limited. The focus, therefore, is on describing the status of the initiative and analysing the process issues around its implementation.

In this first year (2004), the mapping module involved reviewing the plans submitted to the DfES by all 61 local authorities, and field visits to a sample of 22 projects as their full service extended schools initiatives came on stream or were enhanced (in the case of those which already had a history of extended schooling). These visits lasted between 2 and 4 days, divided between interviews with school personnel, local authority officers and relevant informants in partner organisations (e.g. Health, Police, Social Services, community agencies). The aim was to gain a full understanding of the range of full service extended approaches and the issues they were raising at this early stage.

The 22 projects (based on single schools or clusters of schools) were selected on the following criteria:

- They reflected a diversity of school type (primary, secondary, special, specialist status, schools in clusters etc.).
- They reflected a diversity of context, in terms for instance, of local authority type, ethnic mix, geographical location, relationship to other educational and non-educational initiatives.
- There was *prima facie* evidence (e.g. from plans, Ofsted reports, local authority reports and, for some, from the earlier extended schools pathfinder evaluation [Cummings et al, 2004]) that the initiative was well conceptualised and managed and that the school as a whole was well managed.

The sample did not include any from rural areas, as these areas were not included in those funded in the first year. However, this will be one of the foci of the second year of funding and of the evaluation.

Twelve case study projects (again, single schools or school clusters) were selected from the 22 visited during the mapping phase on the following criteria:

- They reflected the range of approaches to full service extended schooling emerging from the mapping module.
- There was confirmatory *prima facie* evidence from field visits that the initiative was well conceptualised and managed, that the school as a whole was well managed, but also that there was likely to be a high level of delivery of activities and partnerships.
- They had good data-collection procedures in place.
- They were keen to take part in the evaluation and see it as a developmental opportunity.

In year one the principal aim of the case study visits was to construct, in collaboration with the managers of the extended schools initiative, a ‘theory of change’ setting out in a step-by-step manner how the school’s activities are expected to generate their intended outcomes. This theory of change will be used in year 2 of the evaluation to develop with each case study school an evaluation plan showing how impacts and outcomes will be monitored and how the responsibility for data-collection will be divided between practitioners and researchers. The aim of construct theories of change had implications for the kind of schools selected for case study, and therefore for the kind of data likely to emerge at the end of the first year of the evaluation. It seemed likely that schools would be at various stages of setting up activities during their first year of operation. For case-study purposes, however, it was important to focus on schools with relatively well-established activities which were likely to generate significant outcomes before the end of the three year evaluation. By focusing on such schools, however, it is possible that the case studies may not fully represent the experiences of schools that for various reasons have been somewhat slower off the mark.

The childcare evaluation focused on the 22 LEAs that were part of the mapping module and was conducted through interviews with key personnel. The questions looked at what kinds of childcare were being offered and planned by each of the 22 partnerships, the importance of childcare to the FSES strategy and how barriers such as sustainability were being overcome.

The cost-benefit analysis scoping was carried out by Ivy Papps of Tecis Ltd., in the first year of the evaluation. Previous work in this field by members of the research team suggested that there would be some specific types of activity characteristic of full service extended schools where it would indeed be possible to draw on good costs and outcomes data (either from this evaluation or the literature) in order to make a robust cost-benefit analysis. As part of the first year of the evaluation, a scoping exercise was carried out to identify how far such a robust analysis over all three years of the project would be possible.

Further details of the methodologies used in the evaluation are presented in appendix III.

1.3 The report

In the next chapter, we will describe the features of the FSES initiative as they developed in schools and local authorities. In chapter 3, we will identify some of the key issues which were emerging on the ground. Chapter 4 reports on the childcare component of the initiative. In the second part of the report, we turn our attention to the question of the outcomes which have or might in future be generated by FSESs and how these might be assessed. Chapter 5 discusses evidence on the early outcomes which it is possible to identify after the first few months of operation. Chapter 6 considers whether and how a cost benefit analysis of the initiative might be undertaken. Chapter 7 describes in more detail the theory of change approach to evaluation which will inform the next two years of the evaluation and reports on the theories of change which seem to be underpinning the work of FSESs. Finally, in chapter 8 we will consider what we have learned from this first year's work and what recommendations we might make for the future development of the initiative.

Throughout the report, we identify FSES projects through a local authority code (LA1, LA2 and so on) so that readers who wish can track patterns in the data for themselves. In the next two chapters, which aim to give a detailed account of the initiative as it had developed over its first year, we do this for every example and quotation which we cite. In other chapters, for the sake of clarity, we do this more sparingly. Brief additional details of each authority are given in appendix II.

2. Mapping the initiative

This chapter is concerned with describing the features of the full service extended schools initiative as it has begun to take shape in schools and local authorities. The evidence is drawn from our initial visits to 22 FSES projects and our more detailed work revisiting 12 of these as case study projects.

2.1 The selection of the schools

The responsibility for selecting potential full service extended schools in each area rested with the local authority, working with the EiC partnership and, of course, with the schools themselves. The details of the selection process varied from authority to authority. The DfES specification stated that LEAs/EiC partnerships should satisfy themselves that nominated schools had the leadership and management capacity for full service status, though in practice the capacity of the school building to house activities was also crucial. Primary, secondary and special schools were all eligible for selection. Some schools were nominated because of their existing links with feeder primaries, because they were already operating a campus model of provision (for instance, a City Learning Centre and community centre located near the school, or secondary and primary schools working in tandem and sharing the FSES fund between them) or because they had been part of the extended schools pathfinder project. For others, applying was a natural progression for their extended provision, or the decision was part of a wider local authority regeneration strategy. In one case the local authority was keen to secure the future of a school by allocating it FSES status. Some schools were also participating in Public Finance Initiative (PFI) building projects. They were in the challenging position of having to accommodate FSES facilities into new building plans before the provision was fully operational in the current building. One local authority's approach to an expected fall in the school population in the next few years was to develop its FSES in such a way that its provision would be easily transferable to the new learning centres which are planned.

In most cases, the preferred choice of school for FSES status was one that already has some experience of extended school approaches. Pathfinder schools in particular had already done much of the groundwork, enabling the additional FSES funding to be used to deliver a multi-agency, multi-initiative programme. Some schools had a history of leasing out their premises, for instance, to FE colleges and for OOSH (out of school hours) opportunities for children. Similarly, many existing extended activities had been independently organised by voluntary and community groups rather than being part of any national initiative.

There was considerable variety amongst the FSES projects included in the mapping phase of the evaluation. One was based in a special school. Six involved primary schools. One involved two co-located primaries working in partnership and another involved a cluster of five primaries working together. Of the fifteen secondary schools involved in FSES projects, two had technology college status, another had foundation status, and others had specialist status for sports (four projects), arts and performing arts. Several worked closely with clusters of feeder primaries, but one project involved two secondary schools working in very close partnership. Several either had or were soon to have a children's centre on site, and some already had on

site separate centres for lifelong learning, new sports centres, and dedicated FSES centres (often a set of rooms available either for after school activities, adult learning, or used by other agencies to offer services).

A typology of extended schools had been developed from the analysis of the earlier extended schools pathfinders (Cummings, Dyson & Todd, 2004; see table 2.1 below). Analysis of the 22 FSES projects involved in the first year of the FSES evaluation showed them to display a similar range of features. However, the increased range of initiatives and the fast-moving changes in the structure and management of Children's Services had started to impact on the kinds of models now emerging. In comparison with the 25 pathfinders, the projects mapped in the first year of the FSES evaluation were generally more strategically focused, evidenced more of an overarching response to fundamental school or community issues, and had involvement with a wider range of initiatives and partnerships with a greater number of agencies. There remained variations, and in the sections below the FSES sample is examined in terms which are broadly in line with those of the earlier pathfinder typology. Five case studies (exhibits 2.1-2.5) are included to give a fuller picture of how these elements relate together for particular schools and partnerships, and to demonstrate, again, the range of models. These case studies present the perspectives of a range of interviews elicited in the course of our evaluation fieldwork.

Scope/ Rationale: Specific issues of immediate importance vs Part of an overarching response to underlying issues

Nature of anticipated change: Project seeks to enhance a situation that is already functional vs Project seeks to transform a situation that is currently dysfunctional

Emphasis of delivery: School and pupils (e.g. attendance, attainment, behaviour, curriculum) vs Community (e.g. facilities, crime, employment, adult education)

Strategy: School sets agenda vs Agenda set outside school

Interactions with other initiatives: Clear boundaries working largely in isolation from other initiatives vs Interacts with a range of other initiatives

Agency involvement: Largely the responsibility of Education vs Involves a range of agencies

Figure 2.1. Typology of extended schools (adapted from Cummings, Dyson & Todd, 2004).

2.2 Rationale

The specification formulated by DfES set out detailed requirements in terms of the sorts of activities in which the schools should engage. However, it stopped short of imposing a single model in the sense of a rationale for how activities should relate to one another, what they should look like in detail or what the overall aims of the full service approach should be. In practice, these were a matter for local judgement. Not surprisingly, therefore, very different models have emerged in different places. Moreover, as these comments from school leaders indicate, the ‘models’ have tended to be somewhat fluid and have changed as schools have gained experience of this new way of working:

The original model was, let’s be radical. Let’s look at us as a pathfinder if you like to perhaps look at education from 4 right the way through to 94 and we were looking at joint working with primary school, secondary school and special school that had [implications] as to who would be the head of this wonderful new campus or were we actually planning ourselves out of job? What would governance be like? We’ve come a little way away from that...coming round to the way of thinking that institutions need to maintain their autonomy but within a community campus, within a big full service extended facility that has some central funding issues about caretaking, cleaning...but separate governing bodies, but with some kind of executive governance from the top. (Headteacher, LA19)

We will have a model but it’ll be modelling processes rather than a model of a house or of a model of a particular way to work. (Deputy headteacher, LA18)

Despite this fluidity and despite the fact that additional funding is limited to three years, the FSES initiative has typically been seen as demanding a fundamental and permanent shift in how schools, families and communities learn and work together. It is, therefore, viewed as very much a long term commitment that can benefit all, ten or twenty years down the line. Schools are seeking to embed the principles of the FSES model, however they define them, within their existing school culture.

What was particularly evident in the 22 projects visited was that it was possible to identify a distinctive rationale that linked to the particular situation of each school or cluster and that was tied clearly to its historical, economic and geographical context. In the case study schools, the research team worked closely with school leaders to make this rationale explicit and the outcomes of the exercise will be discussed in more detail in chapter 7. In other schools, the rationale might be implicit in the nature of the FSES activities and provisions being developed. In all cases, however, schools seemed to have a clearer idea of both immediate and long term purposes than was sometimes the case with the 25 pathfinders. This may reflect the longer time scale of the FSES initiative, the greater funding available and the fact that schools more uniformly served areas of marked disadvantage. It may also reflect an educational community becoming generally more familiar with the notion of an extended school.

For all schools visited in the first year of the FSES evaluation, the rationale entailed a desire to transform a situation that was regarded as more or less dysfunctional. This was predictable given that the local authorities selected for funding in year 1 of the initiative were all part of the Excellence in Cities (EiC) programme, and therefore all serving disadvantaged areas. Within this common theme, however, a range of more distinctive rationales was offered by schools and local authorities. These included:

- greater access to learning;
- greater access to services;
- prevention and early intervention;
- making the most of the school site – opening doors – community access;
- targeting vulnerable groups;
- building self-esteem and motivation;
- building community cohesion;
- encouraging an holistic approach to child's learning;
- joint working with primary schools;
- adapting to a changing school population;
- linking to wider strategies with other agencies; and
- building on existing community support

In comparison with the 25 pathfinder extended schools, those schools surveyed in the first year of the FSES evaluation offered rationales that showed a greater focus on the provision of services and linking with other agencies. This was in part at least with a view to developing an overarching response to disadvantage. Even where schools and local authorities were responding to issues that were immediately pressing, such as falling rolls, their response was typically linked to what they saw as other, broader, needs.

The motivations for becoming involved in the initiative differed from school to school. For some, it represented the opportunity to formalise existing structures and a timely recognition of what they had been practising for years.

It's kind of like we've been doing this and now we can finance it properly. In the past it's been like on a wing and a prayer. (Assistant Headteacher, LA20)

For others, it was an opportunity to rationalise what they saw as inequitable funding systems:

The area needed this sort of thing but the postcodes didn't attract the regeneration funding but the school does take children from the areas that do attract the funding. (LEA officer, LA9)

For others again, regeneration and proposed new school buildings through the PFI were a driving force behind a school's participation, together with continued involvement in Behaviour Improvement Programme (BIP) and EiC.

Schools were conscious that activities focusing on the development of pupils, families and communities needed to work in tandem with the school's core activity of

teaching, learning and raising pupil attainment. They felt that the former should not detract but might actually be integral, even fundamental, to the latter.

**A lot of the work that we do, just because of the nature of the students, if it's not community based then we don't get as far as we should.
(Headteacher, LA10)**

**You cannot work in an inner city and say this [extended schooling] belongs outside our curriculum. It is absolutely why we got into this work.
(Deputy headteacher, LA18)**

We want to work with pupils who can't attain because of community factors. (Headteacher, LA17)

For most schools, '*raising aspirations*' was seen as crucial to this link between school education and the wider well being of local communities. In areas of deep industrial decline and reportedly low expectations, this meant raising the value attached by local cultures to education and enhancing people's belief that they were capable of learning:

People's view of educational involvement in education, it's not held in high esteem because under mining, the people would get a future, would have a career without education and through mining you would also get supported and looked after. That was all part of the culture and having your social activities as well and that has been taken away and nothing, either in terms of employment base or in terms of opportunities, has actually replaced it... So peoples' understanding of education, appreciation of education for actually their youngsters or for themselves is really quite limited... We, all of us here, actually see the full service as playing a very important part in building self-esteem and building motivation, in building people's own positive experience in education for themselves. (Headteacher, LA4)

Where schools placed the emphasis on whole community interventions, they might also place importance on '*opening up the school*' as a community resource. This might include school refurbishment to allow the community to have access to external agencies operating from the school site (e.g. Primary Care Trust, Connexions, Police) or shared learning space alongside the school population (e.g. Learn Direct). They might also emphasise the capacity of FSES status to '*promote learning*' by allowing the school to develop a range of activities to support the extended school community. FSES status was also viewed as an opportunity to move away from short-term provision in this respect to something long term and preferably permanent.

For others, FSES status was seen as an opportunity to target specific vulnerable groups rather than whole communities. For example, if a school cannot break the cycle of underachievement for 'at risk' pupils because of underlying community and social factors, then targeted FSES support was sometimes seen as a means of addressing those factors. Such schools might emphasise '*preventative*' and '*early intervention*' programmes in light of the additional support from outside agencies that the FSES initiative can fund. For example, improved school behaviour and attendance

of pupils and a reduction in exclusion rates could be achieved by employing a family support worker, funded directly through the FSES initiative. Other projects welcomed the opportunity to develop full service through wider structures like Children and Young Person's Strategic Partnerships (CYPSP) and Children's Trusts, again targeting vulnerable pupils through early intervention:

It is relatively easy to identify within a school those pupils that are at risk. It is relatively easy to then look at pastoral support mechanisms and the deployment of resources to maximum effect...the problem is to try to move away from the service representation to a way in which we can have social services working prior to and well in advance of any potential at risk registration. (LEA officer, LA4)

The distinction between the whole community orientation and the targeted groups orientation, however, was by no means a hard and fast one. All schools agreed, for instance, that extended school activities were integral rather than peripheral to their core activity. For some, indeed, FSES *is* the core activity since, without it, the school would simply not function. As we shall see later (Section 3.1), many schools identified multi-agency collaboration as essential to achieving what they saw as key aims in respect of improving life chances, improving access to services and developing effective systems for information sharing, referral and targeting. Likewise, some schools saw '*community cohesion*' as a key aim and viewed FSES status as an essential means of securing support from community leaders from diverse and fragmented communities.

2.3 Focus of activities

We have already seen how there is some difference between the rationales offered by FSESs in the extent to which they see themselves as tackling whole community issues or as targeting particular vulnerable groups. Not surprisingly, the activities undertaken also reflect differing foci on pupils, families or the community.

In some schools this focus was clearly identified. For example:

- The activities, services and partnerships of LA7 showed a clear emphasis on provision for pupils, with some provision for families, and little emphasis at present on the community.
- In LA5, the emphasis was on providing a holistic range of services for both pupils and families, without separating the needs of each, and then extending that focus to the rest of the community.
- In LA13, the emphasis was on the community. However, in this case the community was defined as the children, parents and disabled adults served by a FSE special school rather than as a geographical community. For instance, a central concern was to address the issue of support and respite provision for parents and carers.
- In the case of LA12, where the FSES is a primary school, the emphasis was very much on parental engagement and involvement in their children's, and their own, development and learning.

Exhibit 2.1: A FSES rationale

The case of LA4 shows how the rationale for being a full service extended school is expressed in its activities, services and partnerships. The designated FSES is a specialist sports college in a region of prolonged high unemployment with, we were told, a resulting culture of low aspiration and expectation. A relatively high percentage of people have disabilities and mobility issues as a direct result of working in the traditional industries, and their opportunities for accessing employment and education are limited. This has created an insular and inward looking community, some with mental health problems. Negative, outdated perceptions of the school and other educational establishments are changing, but there is a definite need to 'create the path of least resistance into education'.

A community centre, junior school and nursery lie either side of the college, with a new PFI build due in 2005, to replace all three schools. A Children's Centre will be developed and a Health Centre is located near the school.

It is hoped that the college will be a model for the extended and outreach services across LA4 as a key part of a strategy to develop eight similar forms of provision described as 'Advanced Learning Centres' (ALCs). These changes are at the core of a long-term initiative to regenerate the area and re-inspire pupils and families.

***'The FSES agenda is really at the heart of the recent restructure in education and the social services and hopefully will be at the heart of the new council representation at corporate level. So the agenda is being moved to the highest possible level within the borough.'* (LEA officer)**

The LEA and Social Service Department response at a strategic level is helping to drive the FSES initiative forward. For example, the school has focused on a series of early intervention programmes: child protection (i.e. early intervention for children at risk); engaging parents with the help of support services and strategies; identifying barriers to learning for individual children; and flexible programmes and links to other agencies (e.g. the Children & Young People's Board involves voluntary and statutory agencies and organisations). Improved partnership working and enhanced parental engagement and participation in education is considered essential in rolling out the FSES agenda.

Three co-ordinators manage the FSES. A multi-agency co-ordinator (to ensure services are working together); a lifelong learning and community co-ordinator (to develop access to learning for all ages); a childcare co-ordinator (offering support for all services). This tripartite solution is intended to ensure that there are no gaps in service provision.

Provision for pupils includes after school clubs and study support, education welfare officers on site, allocation of a key worker to pupils identified as 'at risk', healthy living advocates and fitness programmes. Future on-site provision will include a pupil consultation system, a Youth Offending Team, a Life Chances Team and the Connexions Service. Developing services that are in close proximity to one another, to address mobility issues, is important. A multi-functional drop-in centre is planned, accommodating childcare provision, Social Services, the Citizens Advice Bureau and debt advice. Currently, family and community engagement with learning is encouraged through various courses (arts and crafts, computing, first aid). ICT courses are currently available to assist in basic skills including training for the European Computer Driving Licence.

Outcomes intended by the school include greater parental and community participation in education, improved pupil behaviour, increased motivation and raised self-esteem and aspirations.

- In LA22, there was a similar focus on parents, but here the emphasis was on the parent as ‘achiever’ who, it was hoped, might impact on pupils and the wider community by example.
- In LA6 there was a focus on tackling barriers to pupil learning, on enhancing the learning of children together with their families, and on increasing the access of the wider community to services. There was an emphasis on creating bridges for all, pupils, parents and the wider community to opportunities outside the school.

2.4 The development of strategy

There were examples of schools operating opportunistically, but more often than not, schools were operating strategically, within local and national initiatives. As we indicated above, there was no single model of the kind of strategic approach that should be taken. However, in just over a third of the 22 FSES projects surveyed in the first year of the evaluation there was evidence of a clear school and LEA and/or LA strategy; in about the same number the LEA/LA strategy was in the process of being developed; and in just less than a third there was evidence of problems in developing A LEA/LA strategy.

Strategy was in the process of being developed at different levels. In some cases there was a very strong school strategy with a range of relationships with the local authority. For example, in one the authority was constantly informed of developments by the school but (the school reported) gave little assistance. In another the school was critical of the lack of LA involvement, strategy or links with other initiatives. In another again, the LA assisted the school to develop its own strategy but had no strategy of its own. Similarly, in LA6 there was a very close strategic partnership between two co-located schools and a co-located community agency but with little obvious local authority involvement.

In a number of FSES projects, a close school and authority working relationship and/or joint strategy had arisen in response to particular local circumstances. For example:

- LA4 had identified a declining school population over the next few years impacting on the number of schools needed and leading it to develop ‘Advanced Learning Centres’ with a more extended role. In addressing this change the FSES was integral to this LA strategy, becoming the model for extended and outreach services.
- In LA13, the designation of a special school as the FSES had arisen alongside a borough-wide special educational needs review. The LA and school had therefore worked very closely together on the FSES development.
- In LA10, the development of a PFI new build in tandem with the implementation of the FSES initiative in the existing school building, had necessitated regular information sharing on strategy.

For others, a close LEA-school relationship and a strategic approach had evolved as part of the FSES rationale. For example, for LA7 partnership working at every level was central to how they understood the FSES – a:

...move away from “projectitis” - not a bolt on but a vision and an incremental approach.

This demanded a partnership between the two secondary schools involved and between the schools and the LA, linkages with all other strategies and initiatives, and joint agreements at chief executive level across agencies. As an assistant head commented:

It is a bit of a tangled web but that’s the way we work. We don’t like to compartmentalize.

Similarly, in LA3 a strategy for full service extended schooling was being developed which aimed to embed different initiatives at community and Borough level (covering 4 wards and focusing on early intervention) and to ensure the development of an effective model for multi-agency delivery.

Exhibit 2.2: A strategic approach

LA7 offers an example of a strategic approach that extends well beyond the school. Two secondary schools are developing as FSESs, and are working closely with the primaries in each cluster. The schools, which are located in adjacent inner city areas, serve six of the ten most deprived wards in the Borough. The headteachers and assistant headteachers in both schools work closely to plan FSES developments, offer mutual support and share good practice. Both FSESs work in partnership with the LEA and their feeder primaries.

The FSES model:

...acts as a concept and framework through which services and programmes are delivered.

The full service extended schools model was developed by the local community, voluntary workers, children and young people and officers in partnership. A multi-agency training event for professionals supported by the LA, the PCT and the workforce development confederation was integral to the development of the model although much groundwork had been done and much had been achieved in the ten years preceding. The FSES model forms:

...an essential element of [the Local Authority’s] strategy for reducing inequality, narrowing attainment gaps and tackling underachievement.

It is managed in each school by the assistant headteacher for inclusion with the support of other members of the senior leadership team, and in the local authority, it is managed by a senior officer with the support of colleagues. In the LA, the FSES model sits within the structure of the Local Strategic Partnership (LSP) and the Children, Young Persons and Families Delivery Board and associated local implementation team. FSES is embedded within a range of initiatives including BIP, EiC, specialist colleges and local regeneration initiatives. Network co-ordination meetings take place on a regular basis to facilitate multi-agency planning and delivery.

2.5 Interactions with other initiatives

FSES projects varied considerably in the nature of their interactions with other initiatives. Initiatives with a major educational component to which FSESs related included: BIP, BEST, EiC, specialist status, neighbourhood nurseries, Learn Direct and Sure Start local programmes. Other initiatives include regeneration, health, local preventative strategies, Sure Start Children's Centres and Identification Referral and Tracking (IRT) and Information Sharing and Assessment (ISA). The small number of projects with a robust LA strategy tended to have well conceptualised links. The impetus for such links could come from the LA or the projects themselves and might arise in response to initiatives such as IRT and ISA. Other projects were planning to develop such interactions in various ways. In one project there was a well constructed LA strategy to join up the different initiatives, but without a clear FSES strategy.

All projects were located in LEAs which had BIP projects, but not all LEAs chose to locate their FSES funding in the schools which also had BEST teams. The relationship between FSES and these other initiatives varied somewhat. In just over half of the 22 projects there were close links with BIP projects and BEST teams, with most of these having BEST teams on site. The most strategic projects had integrated the FSES and BEST strategies. However, one project conceptualised very different aims for BEST and FSES: the FSES strategy was seen to be part of the LA regeneration policy, while the BEST team was seen to aim to impact on inclusion. In other FSES projects - just under half - there seemed to be no interaction at all (or very little) with BEST teams.

Those schools which collaborated with other initiatives from the outset did so often as part of a wider strategy, originating in local authority or some other agency, that included external agencies such as Primary Care Trusts (tackling the poor health of a borough), the Police (truancy, behaviour) or Social Services (children at risk) and others. As one local authority officer observed:

It links into a range of things...It links to the Sure Start programme around integrated services around having things where people go...Also around the, under the local strategic partnership, around increasing the number of people into work - so links with Job Centre. (LA18)

2.6 Agency involvement & co-location

As this suggests, working collaboratively with other agencies is a feature of FSESs and, for many, a means of operationalising an overarching strategy. Agencies involved in FSES projects included all statutory agencies and a large number of voluntary agencies. Partners therefore might include the Police, Connexions, educational establishments (universities, FE colleges, schools), Youth Services, Sure Start local programmes, Learn Direct, community action groups, Citizens Advice Bureaux and Job Centres.

Moreover, schools were keen to develop existing partnerships or create new ones with Health and Social Services. The high profile of the FSES initiative has encouraged greater efforts by the LEA and schools to involve these two agencies either at a strategic LEA level, or at a school senior leadership level:

What we're hoping through the Community & Young People's Trust (CYPT) board is to get quite a lot of connectivity in terms of key agendas. It's looking at, for instance, the work of the Youth Service. Is it conceivable that the Youth Service can in fact be reconfigured to support the FSES agenda?...[We want]through the CYPT board to put FSES right at the heart of the Children's Bill, to look at the inspection framework and see how that inspection framework can in fact help in terms of a template for bringing the services together in the most effective way, and to test that out. And what I mean by that is, the ALCs (Advanced Learning Centres), some of which will be adjacent to children's homes, some will be adjacent to the Women's Refuge and both areas have imposed distinct needs on the immediate schools. So it's building in the support apparatus within the FSES to support the specific community activities. (LA officer, LA4)

Projects varied in the number and level of agency links and the degree of co-location of services on the school site. Most of the 22 FSES partnerships had a degree of co-location that was much greater than the very limited instances identified in the pathfinder schools. However, given the way so many FSES projects linked with other initiatives, it would probably be true to say that co-location was *boosted* by FSES status rather than that it arose *as a result* of that status. Indeed, the way in which candidates for FSES tended to have been identified meant that those which already had elements of inter-agency linkage and co-location were most likely to be selected.

As a result of other initiatives, many schools already had centres – such as sports centres, centres of life-long learning, community centres – located on the school site but run by a separate agency. For example, the secondary in LA4 was co-located with a primary school and a community centre to one side, a junior school, nursery and neighbourhood nursery to the other side. A health centre was adjacent, and new-build from PFI and the development of a Children's Centre was imminent. Likewise, the primary FSES in LA12 had the services of a school nurse one day a week, together with activities from sports providers and from the SHINE academy for accelerated learning, and an adult learning suite on site. It was developing a Children's Centre and a Learn Direct access centre on site.

In such cases, a range of facilities was beginning to cluster on or adjacent to the school site. However, there were few examples of full-time co-location of other agencies. Rather, there was growing evidence of sessional work, that is, agencies delivering provision for a number of sessions each week from the school site. Several schools had a variety of staff on site to offer mentoring to pupils and others to offer different kinds of family support or to manage pupil-focused activities. Such staff were typically police officers, sexual health counsellors, nurses, Connexions workers, learning mentors and a range of staff providing out of school hours activities. Many FSES projects had some co-location already in place but more was planned.

More extensive co-location was, however, observed in a small number of FSES projects. In LA5, a primary FSES, great importance was given to the employment of a social worker to relieve the headteacher of ‘social work’ tasks and to fulfil the school’s aim of working holistically with pupils and families. This school also had on site family support workers, a community nurse, an FSES co-ordinator, and the services of an educational psychologist. In a small number of schools a dedicated FSES centre had enabled a range of staff from different agencies to be co-located. In LA7, this involved family support workers, mentoring staff, an attendance team, the BEST team, a Relate counsellor, an enterprise worker – and many others.

Exhibit 2.3: Inter-agency working

The FSES in LA10 is an example of a full service extended approach as integral to the work of the school, rather than as a bolt-on to existing provision. It also demonstrates how an FSES can facilitate links with different agencies. It is a large multi-ethnic community secondary school applying for Arts and Media Specialist status and with plans for PFI rebuild. A City Learning Centre is located on site as is a purpose built expressive arts building for music, drama and art.

The school currently draws many of its population from a neighbourhood renewal area, characterised by a high level of deprivation and with a largely transient school population including refugees and asylum seekers. However, the school would like its intake to reflect the diversity of its whole catchment area, which also includes a significant middle class population. To create a more mixed and stable intake, the school is pursuing initiatives – such as the development of a Parent Teacher Association - to encourage the mixed local community across the threshold. Community use of the school attracts a wider population including Japanese and Armenian families. Low aspirations, often reported as a problem by FSESs, are not seen as such here, since the migrant communities in particular have high expectations for their children. Trying to meet these expectations simply from within its own resources, however, seems to the school to be impracticable, given the range of needs which it has to meet. In this situation, FSES status offers an alternative means of addressing children’s difficulties:

A lot of the work we do, just because of the nature of the students, if it’s not community based then we don’t get as far as we should. (Headteacher)

In view of its challenging situation, the school has a history of offering extended provision. Newcomers to the school, regardless of their ethnic origin, tend to bring issues that need addressing as swiftly as possible. The recently-appointed FSES co-ordinator has done much to introduce different community organisations to one another and this has improved the perception of the school by local families. Out of school activities, especially around the arts, encourage greater community involvement. Community links are maintained with support from the Youth Service which can target families at an early stage. Within school, early intervention strategies include the addition of learning mentors, the learning support unit, counselling and outreach support undertaken through the Child and Adolescent Mental Health Service (CAMHS). Additional specialist help, for instance from the Somalian Liaison Group, is essential. Wider links have been established by means of the school’s designation as a BIP school which has established liaison with CAMHS, through CYPSP, the Children’s Trust and the Vulnerable Children’s Service.

Outcomes intended by the school include a change in local people’s perceptions of the school (with the help of PFI) and greater representation of the middle class community; inclusion (understood as a school that is valued by the whole community); a stable school with improved social and emotional health; community cohesion; and the raised achievement of young people.

Exhibit 2.4: Inter-agency partnerships

The LA6 project demonstrates a range of partnerships between schools, community organisations, other agencies and other initiatives, underpinned by a clear FSES rationale. Two co-located primary schools are developing as FSESs. The schools serve a predominantly minority ethnic community in which many adults have languages other than English as their mother tongue, located in a socially and economically disadvantaged inner city area. There is a history of families being unable or unwilling to access services because (we were told) of a lack of confidence, language barriers and a paucity of local provision.

The two FSESs are working in close partnership with a voluntary organisation which represents and co-ordinates the work of local Mosques. The part-time FSES co-ordinator also works part-time as co-ordinator for this organisation. Other schools in the LEA are developing as extended schools and there are termly meetings which bring the school co-ordinators and headteachers together to share good practice and discuss developments.

An unused building on the site of the schools has been developed into a FSES facility offering lifelong learning opportunities, a job shop and childcare for local families. There is a newly-built community centre adjacent to this FSES centre which is managed by the voluntary organisation and offers social care and support for learning. The community is also benefiting from a newly opened Sports Hall (located next to the community centre and financed by the New Opportunities Fund), which is used by the school during school hours and by the community in the evenings. A Children's Centre will also be located on site (in the FSES centre) and FSES developments are closely aligned with Children's Centre developments in the Local Authority. Community members, we were told, do not differentiate between provision that is offered from the community centre and that which is offered from the school site – it is simply seen as 'community provision'.

The community centre has its own dedicated staff and other teams of dedicated staff will be appointed for the Children's Centre. Mentors for pupils operate from the FSES centre. The FSES project is on the brink of an agreement with the PCT to provide health services from the FSES centre. A charity-run nursery is also located next to the FSES centre and the community centre.

One of the key strands of the FSES is improving access to 'culturally sensitive' services. The FSESs recognised that the community required 'doorstep provision' if services were to be accessed. The need for 'immediate' support was also identified. Another strand of FSES involves bridging to opportunities within and outside of the community by offering local people accredited learning and support for employment. English classes are offered to community members and there is some family learning provision. For pupils (and indeed parents and the wider community) tackling barriers to learning and enhancing learning are key aims of the FSESs. Provision for pupils includes after school clubs and study support, breakfast club, school nurse, CAMHS support, learning mentor support and healthy schools provision. The schools also engage in early intervention work through BIP; and the BIP Lead Behaviour Professional has established a positive behaviour reporting scheme which gives pupils recognition for their achievements and effort.

2.7 The strands of activity

The DfES specification for FSESs identified eight strands of activity in which they should become involved: childcare, health & social care, lifelong learning, family learning, parenting support, study support, sports & arts and ICT. It is evident that schools have used these strands as a useful guide to planning, but have not felt

constrained by them. They have felt comfortable collapsing strands and/or prioritising some over others depending upon what they see as their own school situation. Space does not permit detail for every FSES. However, the vignettes presented in this chapter in Exhibits 2.1-2.5 demonstrate the inter-relations between aims, organisation and activities. Furthermore, there is a great deal of overlap between the eight DfES specified strands of activities which will be evident in the summary below. The intention here is to illustrate what schools are doing and give some idea of the range of activity in each area. The references to specific projects in brackets, therefore, are examples rather than an exhaustive listing.

2.7.1 Childcare

The ways childcare has been developed in the 22 projects visited is examined in detail in chapter 4 in this report. In brief, however, the main childcare components are:

- breakfast clubs with and without activities (most of the selected FSESs);
- before school clubs (such as special interest groups or study support);
- a range of out of school activities (most of the selected FSESs);
- crèche provision for adult classes (extensive in only a small number of the selected FSESs and ad hoc in many); and
- Foundation Stage nursery provision, though there was little childcare provision for younger children in secondary FSESs.

2.7.2 Health and social care

There is a long history of non-educational staff such as school nurses, and youth workers being located on school sites. The range of activities related to health and social care in FSESs, however, was much more extensive and mainly provided for young people, though some were aimed at adult community members. The activities included:

- on-site full- or part-time nurses (LA13, LA12, LA16);
- the appointment of a co-ordinator responsible for work with other agencies and for facilitating a multi-disciplinary team approach to generating outcomes for children (e.g. in LA4 mental health workers, school educational welfare officers and pastoral staff were working together to secure early intervention);
- community police officers on site for part of the school week (LA4, LA8);
- Healthy Living advocates on site; the development of a health and fitness suite as part of the sports college (LA4);
- the creation of multi-functional centres (e.g. in LA4 a youth club was converted for use in connection with childcare, Social Services drop-in, Citizens' Advice Bureau and debt advice drop-ins and use by community groups; in LA22, a similar centre on the school site was used by Health, Social Services and the Youth Service);
- PSHE curriculum and counselling advisers (LA10); onsite CHAT (sexual health & counselling) (LA8); 'Clinic-in-a-box' drop-in health facility (LA22);
- Relate counselling (LA7);
- day care for the elderly (LA6);
- sporting activities (several);

- baby clinic (LA15);
- alternative therapy (e.g. Indian head massage and aromatherapy, LA15);
- resident social worker (LA5);
- family support workers e.g. (LA5 and 7; see 2.6.3);
- health clinics (men's health) (LA21);
- sexual health clinic (LA7);
- Healthy Schools (several, e.g. LA6);
- smoking cessation (several e.g. LA11);
- drugs awareness (LA7);
- breakfast clubs (many);
- before and after school sports clubs (several);
- healthy eating clubs and healthy menu (LA7); and
- health week (advice on head lice, dance sessions, lifestyle assessment, travel awareness and the 'feel good' factor; LA9).

2.7.3 Lifelong learning

Almost all FSESs were offering courses and other provisions to support parents and, in some cases, other community members, in developing life-long learning. What was interesting was the wide range of courses, and that there was now emerging a number of other ways of engaging adults. These included:

- the development of an Internet café (LA4);
- adult education in association with a local college (e.g. sign language courses, arts and sports activities (LA4);
- other links with local FE colleges (several);
- adult education: building trade courses (LA10);
- adult education: basic skills, cookery, behaviour management courses (LA13);
- GNVQ classes offered and Learn Direct on the school site (LA22);
- courses assisting employment (e.g. ESOL, Literacy, pattern-cutting; LA12);
- links with parent associations, residents associations, community organisations, community leaders (LA10, LA22);
- intergenerational projects (LA7);
- adult basic skills based in school (LA7);
- the development of family learning centres (LA6; see 2.6.4);
- a range of life long learning opportunities (e.g. European driving licence, CLAIT, classroom assistants course and childcare courses; several);
- a weekly meeting for women and a separate weekly meeting for men, with the programme to be planned by the group (LA6); and
- a group of older community members involved in a healthy eating cookery class with school pupils (LA7).

2.7.4 Family learning

Many schools offered days and evenings where the pupils and their families were encouraged to participate together in some kind of activity on the school site or to go on an arranged visit. There was a range of ways that family learning was encouraged,

and an impression that schools wanted to do far more in this area. Sometimes particular groups were targeted. Examples include:

- an educational families' and children's group on various topics, for instance glue-sniffing (LA8);
- co-ordination of transition work from feeder primary schools to secondary schools using a collaborative curriculum (LA8);
- events involving pupils and family members, e.g. fashion shows (more than one), healthy eating courses (several), black history sessions (LA12);
- a community toy library offering opportunities for parents and carers to learn how to maximise the benefits of play (LA12);
- holiday play schemes targeting children under 5, children with autism or other forms of SEN and 'gifted and talented' children (LA12);
- "Parents and children together" sessions (LA7);
- family cookery sessions (LA7 and LA12);
- "Dads and lads" sessions, or activities targeted at fathers and their sons (several); and
- school trips for young people and their families (LA6).

2.7.5 Parent support

The types of parental support schools could offer was dependent on their resources, their FSES rationale, and the communities they served. There was considerable overlap between parent support, family learning and life-long learning. However, some particular examples from FSES schools included the following:

- outreach work with parents on basic IT skills (LA4);
- outreach work involving CAMHS (LA10);
- outreach work relating to special educational needs, including staff training and support for children in mainstream schools (LA13);
- respite care and/or other forms of support for parents/carers of children with SEN (LA12 & LA13);
- training sessions in parenting skills for families (LA8);
- employing parents as classroom assistants (LA22); and
- a development programme targeting fathers in a range of activities from IT classes to Saturday day trips (LA12).

2.7.6 Study support for children

FSES projects reported a wide range of activities under the heading of 'study support'. They tended to see any form of support which impacted, directly or indirectly, on children's learning as belonging in this category. As a result, some of them were familiar forms of extended learning opportunity outside ordinary lessons. However, the respondents we spoke to were also likely to include forms of curriculum extension and enrichment, personal and social support or even parental support. There were, therefore, interesting variations in how study support was conceptualised and offered. Some of the activities that were described to us as study support could easily have been categorised differently, but we have followed our informants' practice:

- a learning support unit on the school site including learning mentors amongst its staff (LA7, LA10);
- a Connexions personal adviser on site (LA10);
- study support through organised social activities e.g. a ‘Busy bees’ club for pupils in Key Stage (KS) 1; an after school club (focusing on social skills) in KS2; a Saturday drop-in, for pupils in KS3 and 4, but also open to the wider community; a Duke of Edinburgh Award scheme (LA13);
- school and public lending library collaboration (LA8);
- breakfast clubs (LA19, LA22, LA8, LA12);
- bookshop and curriculum evening sessions with learning mentors (LA12);
- a ‘SHINE’ academy offering accelerated learning at KS2 and targeting underachievement (LA12);
- community service volunteering for children including support for parents (LA5);
- study support through after school and lunch time clubs and homework clubs (several);
- study support during the holidays (LA1); and
- personalised learning and alternative curriculum provision (LA7).

2.7.7 Sports and arts

Projects reported that they had been pro-active in inviting artists and arts-based voluntary groups into school. Arts events for children and/or adults had been used to address community cohesion issues and to encourage a greater awareness of other cultures. There was again an overlap with other domains of FSES activities, particularly childcare and health. The range of activities mentioned by schools included the following:

- the Youth Service involved in holiday activities (LA10);
- Sport4All (for children aged 8+) for skills and confidence building (LA13);
- the school hall used by a sports club for 8-19 year olds with disabilities (LA13);
- an on-site swimming pool available for community use (LA13);
- sports co-ordinators providing out-of-hours sport for all – children and/or adults (LA8);
- ‘active’ playgrounds run by pupils (LA8);
- school links with sports providers such as football and cricket clubs (LA12);
- ‘positive activities’ for young people (LA7);
- a drama and arts Saturday club (LA3);
- sports-focused before and after school clubs and holiday clubs (several);
- ‘Designers into School’ (specialists from the Design Council acting as consultants in the school) (LA21);
- a newly-built sports hall for pupils and community use (LA6);
- ‘Graffiti Art’ (holiday sessions) (LA11);
- ‘Boxercise’ (as part of alternative curriculum provision) (LA7);
- Tai Chi (for pupils with autism and others) (LA7);
- specialist sports college status (several); and
- a junior sports leadership scheme (LA7).

2.7.8 ICT

Some schools were developing or already had well-established ICT suites for pupils, their families and/or the local community. Others were building links with City Learning Centres. Schools were using ICT in a myriad ways: as a promotional tool to raise the school profile; creating a website mapping the range of extended services available to the community; exploring e-registration to improve in pupil attendance; and building IT elements into planned curriculum activities. ICT provision was targeted at adults as well as at pupils. For instance, schools responded to members of their community who were reluctant to access ICT provision by using service providers such as Learn Direct and UKOnline to offer basic ICT courses and by incorporating shared learning in which pupils teach adult learners. The range of activities included the following:

- European Computer Driving Licence (ECDL) courses, study support classes and basic skills courses (LA4, LA7);
- an on-site City Learning Centre (CLC) offering industrial qualifications (LA10);
- an on-site CLC offering accredited and non-accredited courses and training (LA8, LA14);
- a 'Virtual Village' website mapping the range of community services on offer (LA8);
- e-registration to monitor attendance, exclusions, truancy (LA8);
- UK Online Centres (LA13, LA16);
- A 'BBC Bus' providing opportunities for pupils to work alongside elderly residents (LA7);
- ICT sessions in a primary school breakfast club supported by pupils from the local high school (LA3);
- CLAIT (an IT qualification) courses (several);
- ICT beginners courses (several);
- opportunities for pupils to design web pages for an after school environmental project (LA7);
- a recording studio in the FSES facility (LA21);
- a school radio station (LA11); and
- pupils producing CD ROMs (LA7, LA21).

Exhibit 2.5: Range of activities

FSESs do not all have to have a large number and range of activities, provisions and services – although many do. The FSES in LA5 is an example of well-targeted provision in line with a tightly focused rationale. It is a primary school located in a pocket of disadvantage which has, in the past, suffered from lack of services and funding. This, we were told, culminated in a feeling amongst community members of isolation and neglect and in a number of families experiencing crisis situations. The headteacher found that, prior to her school becoming a FSES, she was sometimes spending more than 60% of her time on social care issues in relation to her pupils and their families.

The school is leading on the FSES developments. The headteacher has the support of a full time FSES co-ordinator and childcare co-ordinator and of the school governors. A multi-professional team has been appointed to work from the school. As the school did not have the expertise in management or recruitment of such professionals, a health visitor and nurse were jointly recruited and they are managed externally by either the PCT or LA. This ensures effective management and CPD structures are in place.

The focus for the FSES provision is ensuring that the social, emotional and health needs of children and their families are met. This holistic approach involves responding to crisis situations and engaging in early intervention work aimed at crisis prevention. The school has appointed a resident social worker and a resident nurse who work alongside the school head, parent partnership worker and other support staff. In addition there is positive parenting support from a private organisation and support for parents from an educational psychologist. Other FSES activities in school include out of school hours activities for pupils, childcare, lifelong learning, a nurture group for vulnerable pupils and a community service volunteers (CSV) group aimed at encouraging parents to take on the ownership and management of the community provision. To date, the CSV group has invited representatives from statutory and voluntary services to meet them and assess community need. They have also held coffee mornings aimed at advertising the FSES provision to the wider community.

Intended outcomes include support for children to learn, raised levels of achievement and community and family well-being and empowerment.

2.8 FSES funding

FSES projects made use of funds available from the national initiative, though all projects augmented this from funding for other initiatives. For several projects the funds were combined in a way that did not consider FSE schooling as a separate endeavour, but looked at combining a range of initiatives in an overarching strategy. Projects beginning in the first year of FSES funding were given from £93,000 to £162,000 per annum, decreasing in each of the remaining two years, plus £25,000 funding for childcare for each of the three years. Different projects attached different degrees of importance to this additional funding. For a school with a long history of extended activities and experience of successfully accessing large pots of money, the FSES funding on offer might in fact seem quite small. To another school with more limited resources, the FSES pot might be highly significant with the potential to bring about a fundamental change in provision and practice.

The FSES programme was, in the first year, closely associated with BIP and hence with EiC. FSES funding therefore tended to become entangled with local practices

regarding funding and the management of funding for these initiatives, with perplexing results for some schools. For one school, funding was given in several small amounts rather than a lump sum by the local authority. Other schools had been expecting FSES funds through the Standards Fund only to find it was being released through BIP, which gave it a different emphasis. Some schools thought this meant that FSES and BIP funds had to be spent in pursuit of similar aims. Some schools accessing FSES funding through BIP discovered that the money had already been committed for the BIP, and only a reduced amount of the original FSES allocation was available for use as intended. This meant schools had to bid for extra funds to ensure that the FSES programme was still deliverable. Similarly, the original specification for FSESs and therefore for the use of funding was quite prescriptive, so one school sent a separate bid for Neighbourhood Renewal funding, which offered greater flexibility. Where schools operated within a cluster, the nominated lead school was typically allocated the funds by the LEA. How these were then distributed between the participating schools was determined by those within the cluster.

The FSES funds devolved to schools were managed through the school budget, but some schools were aware that, for monitoring purposes at least, it was desirable to keep separate accounts or at least ascribe a separate code for FSES activities. Schools used their funding for a wide range of purposes, such as: improving, refurbishing and enlarging school premises; increased staffing; purchasing resources; hosting special events (such as fun days or family learning events); providing parenting classes; carrying out market research and engaging external consultants; purchasing of minibus/lorry; and providing childcare places.

2.9 Management and governance

2.9.1 Management structures in FSESs

The management of the FSES initiative in schools always involved the headteacher and often involved other members of the school's Senior Management Team. However, FSESs also recognised the need to expand existing management structures in response to full service status. Typically, this meant:

- *Appointing FSES co-ordinators or managers on either a part time or full time basis.* These co-ordinators were used to: a) help set up the infrastructure for delivery (e.g. undertaking consultation, forging links with partners, co-ordinating different initiatives etc); b) take on responsibility for the day to day running of FSES activities and services, including (in some cases) responsibility for staffing once the FSES was up and running. Almost all schools had either a full time or part time FSES co-ordinator or manager. In some cases, this person was recruited from outside the school. In other cases members of the senior leadership team were allocated this task, though they were not always relieved of their other duties to make room for their new responsibilities. Where co-coordinators/managers were deployed part time on FSES (but were employed full time), they might be employed for the remainder of their time in other capacities, for instance as BEST co-ordinators (e.g. LA11 and LA7). There was also an example of a FSES co-ordinator who worked part time for the FSES and part time as a community co-ordinator for a voluntary agency serving the same community (LA6). Likewise, in some

cases, responsibility for different strands was divided between co-ordinators and one (LA4) had separate co-ordinators for multi-agency work, community work and early years childcare. FSES co-ordinators had a range of different professional backgrounds (including teaching, management, business, community work, education welfare etc) and might be sometimes employed by the LA or directly by the school.

- *Developing management structures which represent the multi-agency professionals working in school.* With a few exceptions, this was a key dimension of the management structures in FSESs. Schools adopted a devolved leadership model where it made sense for a particular agency to manage a strand of FSES provision. In some cases, multi-agency management teams met formally on a weekly basis (e.g. LA7) but formal meetings were generally less frequent. Working partnership agreements between the school or the LA and other services or other agencies, such as Health and Social Services or voluntary agencies, were set up where non-education professionals were co-located in schools (e.g. LA5, LA7).

As with many aspects of FSES provision, there was no ‘one size fits all’ approach to management and there was considerable diversity in the models adopted by schools. In many cases, however, members of the school’s existing leadership team as well as the head were involved in the management of the FSES provision (e.g. LA1, LA3, LA7, LA11, LA17, LA18).

2.9.2 Management structures in LEAs and LAs

Within the local authority, management structures were variable. In all LAs there was at least one lead officer with responsibility for the FSES initiative and some LAs had designated FSES co-ordinators whose responsibilities included:

- supporting schools to develop their FSES strategy and facilitating developments e.g. addressing governance structures and supporting schools to develop partnerships with other agencies; and
- ensuring the FSES initiative linked strategically with other initiatives in the LA.

The level of managerial support received by schools from the LA was mixed. Some schools described a situation where they were almost ‘going it alone’. Others said that they received support if and when required. Others again said that they received ongoing support from the LA. It was not uncommon for headteachers and/or school FSES co-coordinators/managers to sit on FSES steering groups comprising LEA and LA officers and professionals from other agencies (e.g. LA3 and LA7).

Management at LA level had a strong multi-agency focus. There was much evidence that the development of multi-agency teams in response to the FSES and other policies such as Children’s Trusts (which were starting to develop) and the Children’s Act (2004) had brought about changes to what were originally ‘silo-style’ management practices. In LA10, for example, a multi-agency steering group for the FSES project had been established to share expertise and help ensure that agencies were working towards a shared vision. In LA4 the Education Department had been restructured to bring together programmes targeted specifically at children and young

people. In LA7, an all-encompassing management arrangement had been created where joint agreements were reached at Chief Executive Level and opportunities were being identified for pooled budgets and shared targeting. In this LA, the FSES model sat within the structure of the local strategic partnership (LSP) and the Children, Young Persons and Families Delivery Board and associated local implementation team. Elsewhere (LA4) the operational manager of Social Services and a LA officer for Family and Children's Services were managing the provision at LA level and working closely with the headteacher of the FSES.

2.9.3 Governance

Many schools and LAs reported having strong structures in place to take care of governance issues, while others were developing support mechanisms to ensure that governors were in as strong a position as possible to take on additional responsibility and had clarity about their accountability (e.g. providing guidance, providing training). Projects struck a balance, different in every case, between accountability and decision-making for FSES resting more at LA level (perhaps through a steering group) or more with the school governing bodies.

2.10 Concluding comments

The picture which emerges from this account is one of activity and diversity. The schools we visited were fully engaged with the FSES initiative and were busily developing a wide range of provision, together with the infrastructure to support that provision. There were some common features across schools. Not surprisingly, for instance, they were active in the areas set out in the original DfES specification. They tended to share a broad rationale and intended set of outcomes (though we shall say more of this later). They tended to be developing dedicated management structures which involved school leaders but did not rely entirely on the energies of the headteacher. On the other hand, the FSESs were also very diverse at the level of detail. There were, for instance, considerable variations in the precise activities they undertook, the ways in which they managed those activities, the relationships between FSES and local authority and the ways in which funding was managed.

There are features of the full service extended schools which we observed that give cause for optimism about the future of the initiative. Compared to extended schools in the pathfinder project, for instance, they were more strategically-oriented, better linked to other initiatives and able to work with a wider range of other agencies. Certainly, the level and scope of activity is impressive, particularly for the early stages of this initiative. Moreover, there seems to be, across the schools, a broadly consensual rationale to do with addressing the impacts of socio-economic disadvantage on children's learning and, more generally, on family and community well-being.

On the other hand, it is probably true that we were seeing the best-case scenarios. Although we worked directly with over a third of schools in the first wave of the initiative, those schools were selected because they had made good progress in setting up their provision – and, indeed, many of them had well-established foundations on which to build. Moreover, as first wave schools, they were in receipt of reasonably substantial funding which was guaranteed for three years, so that they could look

forward to some time in which to develop. It is also important to note that, although a broad rationale was beginning to emerge, there was still considerable diversity in schools' response to this rationale and there is no evidence of a single, well-developed model of full service extended schools emerging (even if such a model were thought desirable). Moreover, the schools in the first wave of the initiative shared contextual features in common (in terms of being in EiC areas) which might not transfer easily to schools in later waves which might be set in different contexts.

Some of the problematic aspects of establishing full service extended schools will emerge in the next chapter where we examine the process issues which were arising in this early phase of the initiative. However, there was also some early evidence of benefits to and new opportunities for agencies and professionals as they began to work in this new way. It is to these problems and possibilities that we now turn.

3 Emerging challenges and possibilities

This chapter focuses on the problems and possibilities which schools and local authorities encountered in responding to the FSES initiative. In some cases, important benefits were seen to result from the initiative. In others, issues arose which were problematic and were not always easily resolved. Often, these related to the wider context in which this initiative is set, in terms of the integration of services for children, including the development of Sure Start Children's Centres and Children's Trusts. Some related directly to these developments, while others related more generally to the well-known problems associated with multi-agency working. These and other workforce issues feature in ways that have not emerged previously in extended schools literature.

3.1 *Multi-agency working*

As we saw in chapter 2, multi-agency working was a central facet of the full service extended schools initiative in all schools and local authorities. It took the form of strategic planning and delivery to different degrees – whether this was through co-location, signposting or sessional provision from schools. This section outlines the principal benefits that schools and LAs attached to multi-agency - or what many schools called 'partnership' - working and the difficulties they experienced in achieving these benefits.

3.1.1 Improving life chances

As we saw in the descriptive analysis, the rationales for schools becoming FSESs were multi-faceted. Supporting vulnerable children and their families - more specifically, reducing barriers to learning - and improving pupils' capacity to learn were central concerns and ones which schools thought could most easily be addressed through operating in a multi-agency approach. As a secondary headteacher (LA22) put it:

You're not going to actually make a huge impact on children's educational achievement until we can actually address some of the wider issues across the county...We can't do that on our own.

Operating at this level also presented bona fide opportunities for preventative work. This view was articulated by school, LEA officers and partners alike:

...if we had within the full service school agenda primary mental health workers working alongside educational welfare, pastoral staff, that would allow effective intervention at a very early stage and a filtration of severity of need so that you can fast-track referrals as and when necessary but remaining specialisms at the centre have a capacity to respond with immediacy... But the reality [before the FSES initiative] is an eight month waiting list [which] means that you're never ever getting to that position of effective preventative work. I think the FSES agenda will allow us to look at some of these inter-agency linkages and perhaps at the end of the

day have a much more uniformed and synchronised approach to young people and their families and carers. (LEA officer, LA4)

A culture of joined up working was identified as the most efficient and effective way of reducing or removing barriers to learning and essentially improving the life chances of children, their families and the wider community:

Obviously if all agencies work together in a joined up way then we will make more rapid progress with the issues that are affecting young people. No child is going to learn in a school if there are problems in the family, if they are undernourished; there is drug abuse, violence, health issues or mental health problems. Working together enables the removal of the blame culture. We [the school and other agencies] are now talking together and have a greater understanding of what it is that we are all trying to do. (Headteacher, LA1)

For schools serving the most disadvantaged areas, a multi faceted approach was seen as the only logical way forward if there was to be a significant impact on life chances:

Multi-agency working is needed because problems don't come alone. They don't come singularly and that sounds quite extreme but the problems are not in isolation especially for the children we are targeting. (FSES co-ordinator, LA11)

3.1.2 Improving access to services

Improving access to services was at the forefront of the FSES agendas in schools, particularly, we were told, as the significant levels of need presented by children, their families and the community could not be fully addressed without additional professional support. In many cases, children and families were dealing with multiple problems and a view held by many school staff was that it simply 'makes good sense' to place service on one site:

I think that families need support in a whole range of ways. I think it makes real sense to have those services in one location and I think it makes sense for that location to be an organisation that has some authority within the local community. (Primary headteacher, LA16)

It was not unusual for schools to recall the difficulties they had historically faced in trying to secure support for vulnerable children and families. The FSES initiative, they felt, had opened doors and removed many of the frustrations that were previously encountered by staff in schools. In one FSES (LA5), the headteacher reported, 'spending hours on the phone getting someone to listen' and spending more than 60% of her time dealing with social care issues. Through the FSES initiative the school and the wider community now receive support from a resident social worker. This intervention had reduced the timescale for intervention, reduced the time the headteacher spent dealing with social care issues or securing outside support and offered 'doorstep' provision for families. The headteacher explained:

With [name of the social worker] she is able to access people when needed and we just thought ‘yes, thank the lord’...It is all coming together. There was a case where children would have been put into care... The help was where it needed to be and the impact on the children was minimal and it could have been an extremely stressful situation and that is what it is about.

The social worker presented an equally optimistic account, explaining that for the school she is ‘more accessible’ and has ‘more ways of communicating with the area team if need be’ and for parents she is readily available if they need to talk informally or on a more formal basis. She also pointed to the ‘less intimidating’ environment for service users:

They [users] are much happier coming into schools than into a social care and health building...Children know me because they see me around school. They feel less afraid.

A common problem previously encountered by a headteacher of another primary (LA6) was the failure for families to take up appointments, even if they had been on a long waiting list. He discussed the benefits of multi-agency working in terms of offering not only locally accessible services but also instant support when the need requires;

It has to be immediate support. We send them [pupils] to appointments but they miss them. If it was door step provision we can say ‘have you been to the clinic this morning?’

Improving access to services for young people was a key dimension of the FSES provision in all schools. It was universal in secondary schools, for example, for there to be Connexions workers. The provision of counselling and other sessional health-related provision (mostly for pupils but sometimes also for parents and other community members) was a common feature in many schools. Some of the many benefits were outlined by a LEA officer (LA1):

It offers the immediacy of services. Obviously things like the sexual health service and various drop-in clinics and that sort of thing for young people in school means they are much easier for young people to access, say for the morning after pill and things like that.

Pupils likewise described the benefits of not having to leave the school site in their lunch hour or after school to access provision and some reported that their attendance had improved as a result of accessing support in school. School staff were keen to correlate improved services and multi-agency support for pupils in school with greater levels of student support, improved pupil engagement in learning and increased pupil achievement. (See chapter 5, on outcomes, for further information).

The view shared by many staff in FSESs was that multi-agency support not only offers ease of access to professional support for vulnerable young people and their families, but also that pupils would enjoy a level of confidentiality with an ‘external’

professional that might not be possible with teachers working in the school context – a view confirmed by pupils themselves. As a LEA officer (LA1) said:

It helps when things are run by people who are not teachers because the kids appreciate the confidentiality they are offered. They can discuss an issue with a nurse who isn't going to sit in front of them and teach them English the next lesson. That's a big benefit.

3.1.3 Achieving targets

The view shared by many school staff and partner agencies was that collaborative working could help achieve targets. Many school personnel were confident that multi-agency delivery in school would help tackle barriers to learning, promote effective learning and assist the school in achieving performance targets around attendance, inclusion and achievement. Inevitably, at this stage the evidence to support such confidence was limited.

For partner agencies, the opportunity to work in a FSES, we were told, offers immediate access to service users, which might, in turn, help the agencies to achieve objectives. A headteacher at a secondary FSES (LA1) stated:

We can help other people achieve their targets. The Health Authority have targets they need to achieve and we've got sitting clients to help them achieve some of those really difficult targets.

Likewise, A LEA officer elsewhere in the country [LA5] described this and other benefits for the agencies:

Partners are seeing the benefit of working with schools in this way as it helps their own agenda...what they are finding is that they can intervene at an appropriate time and place and they are less likely to see a child in crisis later on...it's gratifying to us that the other services have cottoned onto this as it is a good way to work with these families rather than expecting families to come to them or waiting for children to get into trouble.

Often the situation would be described as 'win-win' as it was possible to identify benefits for service users, the schools and the agencies. As a FSES co-ordinator and assistant head (LA7) explained:

The health service has targets around the number of young people who access medical provision. Well, we've set up a teenage health clinic and we've got more people accessing it which helps us support the young people here who wouldn't necessarily access the provision at the doctors surgery and at the same time health can almost tick that off in terms of targets they are hitting. It's about looking at a shared vision and unless you've got that shared vision how will it work?

Shared target setting was a planned dimension of many FSES strategies and school and partners were beginning to explore what this might mean. A headteacher of a

secondary FSES (LA4) articulated a vision around multi-disciplinary team work and shared targeting:

...what I'd be interested in is the co-location of services but working in multi-disciplinary teams from the point of view of sharing the outcomes and the value outcomes for a client group and moving away from the separate service representation model and the differential trigger mechanisms of services.

This headteacher was fully aware of the complications that might arise when priorities are not shared:

One of the key things is that we can presume in Education that other services have got the same priorities which is not the case at all and Social Services, their priority is very much in terms of children at risk and accidental injury. And I think one of the key things is trying to create multi-disciplinary teams where the focus is on outcomes and not service representation.

A similar account was presented by a worker from a PCT (LA8) who recognised that 'what might be their [the FSES's] target this year, might not be our target until next year' and suggested that senior management need to identify common strands in their strategic planning.

On the other hand, a Director of Education (LA6), saw FSESs as the best way to overcome such difficulties:

Extended schools is a real practical way of getting different agencies working together and for them to see on the ground what differences it can make. I've always mentioned that the whole idea of extended schools is that it can help partners achieve their targets more quickly and more easily...you create a managed centre of activity to provide provision for the community and agencies can see the value of working together in this way. You sit in a meeting for hours but with something like extended schools you see things happening.

The following sub-sections on information sharing and shared targeting provide further examples of possible outcomes for agencies.

3.1.4 Information sharing

Opportunities for information sharing about pupils and families, we were told, assisted professionals from outside education with their work in schools. A resident social worker in a primary school (LA5) described how the detail, quality and quantity of the information available to her had improved:

Previously, you called school and spoke with the SENCO and not the teachers. Now, I get to speak with teachers and get additional information and my assessments are ten times longer. I have a much rounder picture

of the children. There is lots of information I can pick up [around school] from speaking with the dinner ladies.

The potential for information sharing was enhanced considerably if there were structures in place in the FSES to promote team-work amongst professionals. A FSES co-ordinator in the same school (LA5) explained that the team of professionals working in the school met formally once every half term, but spoke informally on a regular basis - and often daily when they were working with the same families. She commented:

You have professionals that are used to working in a team with similar professionals that speak the same language and they need a sense of team so that they are able to unload with someone else...It can be an alien environment for them when they come into schools and the bells ring.

Here, as in other schools, there were good examples of professionals working collaboratively. The headteacher of the FSES described how a newly appointed community support nurse was drawing on the knowledge of existing staff in the FSES to identify pupils and families requiring support:

She is...working with health visitors, school nurse, education and the social worker to identify those families with chronic illness or where attendance is an issue.

The social worker had also joined existing members of the support team on home visits which enabled her to be introduced to the family by someone with whom they were already working.

Structures for information sharing were being further enhanced through the development of information sharing and assessment tools and common assessment frameworks. Some FSESs had already established their own databases which they were able to share with partners:

**We've got the best and most up to date database. We start to get data from the early years service and its reasonably comprehensive...we are working all of the time to identify vulnerable children so we can, if you like, at any given day, identify the whereabouts of a vulnerable child by postcode. That is a big resource to be shared with our partners.
(Secondary headteacher, LA1)**

3.1.5 Referring and targeting

As these activities, services and partnerships developed, a requirement was emerging to put systems in place for managing services so as to meet the needs of their users effectively and efficiently. In many schools this meant establishing a range of communication systems for ensuring that all pupils were aware of the provision on offer, whilst targeting pupils with particular needs. In other schools, similar targeting was directed towards parents and community members. Some schools were revising their referral systems in view of the wider range of agencies involved in supporting young people and families. The new systems that were being developed took greater

account of the importance of effective communication. In LA7, for example, there was a weekly pupil referral meeting with attendance from the deputy headteacher, key Stage 3 and 4 managers, learning mentors, Connexions workers, health workers (when required) and key members of the BEST team. The group examined students' academic performance and data on attendance, removals from class and exclusions in order to determine what provision might be appropriate. Pupils might also be referred to by any member of staff (via the heads of year). The KS3 leader outlined the strengths of the model;

I think having a PRP [Pupil Referral Panel] has made it more coordinated, so we actually know what's going on.

The family liaison worker in the same school also commented on the structure:

...there are different people around the table. And really, the reason it was done that way was because I could be given a referral and sort of think 'oh, I don't know where to send that one to' because, you know, we all store different information, whereas if there's half a dozen people sitting round a table, someone might have said 'well, have you never heard of this one' ...So the initial referral can be, is very basic – it's the basic information about why it's been referred; tick your boxes on the back about what action's already been taken; who's involved, like you know, if there's any contact details of the agencies. And then the core assessment, which we would do on the initial visit, is actually, that is quite time-consuming, but that is down to the key worker [who might be an education or other professional].

In LA5, all agencies operating from school were involved in the referral process:

**The whole team refer. They [the 'Positive Parenting' workers] can refer to the social worker and the social worker to the nurse and so on.
(Primary headteacher)**

There were also examples of staff from other agencies helping to target individuals. In LA9, for instance, a family worker was appointed to work closely with vulnerable children and families and was given responsibility for recruiting parents onto courses. The headteacher explained:

She did home visits and recruited parents we would not have otherwise got in...This time we really feel we got to parents who really needed it. There was one parent who had started various things but never completed anything but she completed this with the support of [name of family worker] who persuaded her that teachers were not monsters.

3.1.6 Parental involvement

Without exception, all FSESs aimed to improve links with parents. As outlined in chapter 2, schools regarded parental engagement as a way of offering outcomes to parents (e.g. accreditation for courses, raised levels of self-esteem), impacting on pupils' outcomes around achievement, self-esteem, behaviour and so on, and

producing consequent benefits for the local communities of which parents and pupils were members.

Schools introduced various mechanisms to try to engage parents. These included offering parenting support sessions, setting up parent groups with a range of purposes, giving parents the opportunity to socialise and share concerns, and setting up 'parent consultation days' to discuss children's progress as opposed to traditional parents' evenings etc. A key facilitating factor in these developing these strategies was the involvement or direct employment of staff from other agencies, for example, the role of the parent support worker or FSES co-ordinator who had the designated responsibility to develop links and engage parents in FSES provision. Many schools, however, reported difficulties around the age-old problem of getting parents through the schools' gates.

A FSES co-ordinator in a secondary school (LA11) shared her views on the difficulties encountered by the school, raising the issue of geographical boundaries and poor past experiences of the education system:

[Name of the FSES] are no different from any other secondary school. We find it difficult to get parents to come into school, especially so because of the huge catchment area we've got...Also lots of parents that I've dealt with haven't enjoyed their time at school so the last thing they want is to come into school. So there are a lot of barriers to break down.

Other possible explanations were offered. For example, a home-school liaison officer in another FSES (LA21) commented:

Parental involvement is a non-existing reality...In this area, lots of parents are glad to get their kids off [their hands]...For whatever reason there is not much involvement in school.

It was frequently the secondary FSESs that reported most barriers but they raised issues that were relevant to all schools. A headteacher of one (LA20) explained:

What they [parents] are not acculturated in is the idea that they might learn themselves in an institution let alone learn alongside other young people and that's a big journey I think for a school that has, like many, built fences, built cameras and build physical symbolic barriers to keeping adults, other than teachers and other professionals in the school, out. There is quite a lot of contradiction in how we are trying to work and we have to work through that stuff, know and understand those contradictions and then get smarter at saying right well we've tried a dozen times to get six or seven parents in.

Primary schools reported facing fewer problems as they had more of a culture of parents coming into school to collect children. A LEA officer (LA9) explained:

We thought about early intervention and that tends to be easier to do in primaries as you get parents in.

The expectation in some FSESs was that otherwise reluctant parents might come into school to talk to professionals who were co-located or offer sessions on the school site. We found a few, limited examples of this. For instance, we found parents coming into schools to see a range of family workers (including a social worker), to attend a drop-in session with the police or with ward counsellors, to seek advice from a job centre or a benefits session, or to attend a men's health clinic. There were other examples of professionals using the school as a base from which to visit parents and other community members. Parent engagement was a priority for many schools, but one which required constant effort.

3.1.7 Overcoming barriers to multi-agency collaboration

The FSES initiative in principle facilitates the co-location of services on a school site and gives partner agencies (statutory and voluntary) an opportunity to create better working relationships and an appreciation of different working cultures and practices. However, some schools experienced difficulties in getting these agencies to serve as active members on management and steering groups and this seemed often to be a reflection of the shortage of available personnel and the agencies' own priorities, which they, not unnaturally, placed above those of schools. For many FSESs, securing support from partner agencies was a straightforward and problem free development, but for others it was not. This section considers some of the problems experienced by some schools, and how they were overcome either by the same schools or by others.

It was common for FSESs to have underestimated the time required to arrive at the point of multi-agency delivery. Sometimes this was due to delays in appointing staff as a headteacher in a secondary FSES (LA10) established:

The slowness of the process is unbelievable (building links) when you are trying to work with services who've got slightly different, not incredibly different rules for appointing people.

There were other instances where it had taken longer than anticipated to set up network meetings or to produce strategic development plans with other divisions in the council and/or other agencies.

Often the time required in planning viable provision was substantial. The FSES co-ordinator in a secondary school (LA21), for example, explained what had been achieved over the period of a year:

We've had a dialogue with the PCT for over a year and now it's at a very practical level. We've discussed facilities and courses and decided on the most viable ones. We've also looked at what other provision is available locally as we didn't want to repeat anything...We had a very pragmatic meeting recently and are now all clear about what was needed.

Some schools felt that financial constraints had hindered multi-agency developments. For example, a headteacher of a secondary FSES (LA15) described difficulties around securing support from the police force as the area was not currently served by community police. He complained:

We can't afford to put one in school. We simply don't have the finances to pay to have one and it's proving a knotty problem.

Another barrier outlined by schools was fear from other providers that the FSES was going to duplicate existing community provision or put them out of business. The headteacher of a secondary FSES (LA17), for example, commented that, 'everyone thinks you are out to get them...we are not in conflict'. A headteacher of a primary FSES (LA5) similarly explained:

Some people are quite negative about this because I actually think that they think education is going to take the lot over. It has nothing to do with that at all. It's us facilitating a place in the school and sharing knowledge to support the children and their families.

Elsewhere, a LEA officer (LA15) reported that voluntary and community agencies were 'suspicious' of the FSES initiative due to the potential overlap:

We have been in discussion with the voluntary and community sector who, we have to say, are very suspicious of extended schools and Children's Centres. We are starting to feel that we are treading into what is currently their bread and butter...They feel we are treading on their toes and are very anxious about what we are trying to do and are slightly distrustful of schools so we need to try and reassure them and support each other...Their concern is that schools will offer it all and make community centres redundant and we have got to be careful not to do that. We don't want to replicate the existing services.

Some FSESs saw no problems in their own involvement in relationship building, joint planning and joint delivery. Where, therefore, problems arose around engaging other agencies, they were bewildered as to why this should be. The headteacher of a primary FSES [LA5] described her experience in these terms:

...it is almost as if they don't see themselves as part of the solution but they are key...I have phoned, e-mailed and invited them in but had no response...all we get told is that they need to review their policy.

There were cases where the reason for non-engagement was more apparent. For instance, in one area (LA10) there had been a reduction in officers within the Local Authority and although the political will was apparent, officers did not have the time to attend multi-agency planning meetings. Although it was anticipated that things would improve with Children's Trust developments, the FSES co-ordinator in the secondary school in this Local Authority pointed to stretched resources and the historic lack of strategic development at area level:

The reality [is] they're overstretched, they're understaffed, they've got too many vacancies. They are being asked to do absolutely everything and they don't have time for absolutely everything.

A similar account was presented elsewhere:

In terms of BIP, there was certainly an issue of capacity both with social services and with the PCT in terms of seconding or releasing members of staff and so it's taken a while to sort of begin to build that bridge. (LEA officer, LA12)

Constraints relating to what were seen as the inflexible structures of other organisations were also identified as a barrier. A health worker (LA8), for example reported that, in her experience, workers in other agencies did not have any hesitation about working with schools for the common good of the wider community but they were constrained by factors beyond their control. Put simply:

It's the organisation behind them that stops some of that sometimes.

One school (LA15) pointed to the importance of taking a 'small steps approach', which according to a LEA officer 'enables us to build links...so that if we get it right in the FSES it will be easier to replicate'. This FSES will in the future move towards co-location but currently accessed support from a senior social worker for up to five hours a week to provide consultancy to staff about any issues or worries they may have about pupils already involved with Social Services or other pupils displaying concern.

Securing commitment from senior strategic management before engaging with workers on the ground was regarded as helpful by some FSESs. For example, a secondary FSES headteacher (LA2) offered this advice to colleagues:

Go to the top not the bottom. Go to the Chief Executives and Directors and then you will have a strategy. Doing this is a big step up the ladder.

This view was articulated by other headteachers who pointed to the importance of getting the foundations right before moving into the delivery stage. One secondary assistant headteacher (in LA7), for example, described how investment in relationship building and strategic planning at senior level had been instrumental in this work:

We've spent a lot of time actually establishing at a senior level the dialogues that are allowing some of the more practical work to be done. That is something which a very strong feature of the work we have done. The senior management course that we did [a programme developed by the LEA and PCT] it was about sharing each others values and vision and sharing each others opportunities and constraints and looking at how we can join up the thinking and join up the practice to actually be able to use our resources more effectively because we are all targeting the same groups of people...there needs to be joined up provision and I think that is starting to happen and I hope the work we are going to be doing on locality planning at a strategic level with the LEA will ensure that that goes that next step forward.

The importance of building a good infrastructure was raised frequently:

You've got to get the foundations sound because I think if you have got too many hares running around it may look very busy and glamorous but

the bottom line is it doesn't make an impact. I think you need to think very carefully about the foundations and structure building in the beginning and then you can start to branch out and start to think about bringing in other partners in a structured way. (LEA officer, LA17)

Networking and multi-agency steering group meeting were also regarded as a very helpful means of sharing good practice, forging new links with agencies or further developing links and co-ordinating provision. The co-ordinator in a FSES (LA10) offered the following advice to other schools:

Network like mad and work in a really collegiate and collaborative fashion because people have so much to bring. You can't deliver the agenda yourself and you have to be able to rely on other people to do things within their brief. Don't try to just stay at home. It won't come to your door, you have to go out and work it.

Networking also put schools in a position to signpost children and families to other agencies. As a staff member with responsibility for co-ordination in a secondary FSES (LA21) explained, 'It is not just about creating avenues but linking them together' and described how the school is 'a centre for co-ordination and not just on site delivery'. Likewise in a primary FSES (LA5), signposting to other agencies was seen as an effective way of offering support with limited resources. The headteacher explained, 'we can't provide everything but we can facilitate it'. In some authorities, restructuring had been undertaken which had proved to be a lengthy process but one which now facilitated networking opportunities. In one authority (LA3), for example, the FSES co-ordinator worked with colleagues in Regeneration and in the Children, Young People and Family section and had been able to utilise her contacts when developing the FSES strategy. Elsewhere (LA2) a headteacher described the formation of a new Children's Directorate as the main facilitating factor in developing links with agencies.

3.1.8 Multi-agency working: concluding comments

Multi-agency working is at the heart of FSES provision. Schools were only too aware that the problems encountered by young people and their families do not come singly and that joint working is a precondition of effective crisis management and of prevention. In practice, it seems, schools and their partners were aware both of the potential benefits of multi-agency working and of the practical difficulties which arose from lack of personnel and capacity, the time entailed to develop links, suspicion from other agencies - and in some cases lack of interest, and difficulties appointing professionals to short term posts.

The accounts we were given suggest that multi-agency working needed to be developed over time so that agencies can move step-by-step towards greater strategic planning with their partners. A variety of effective communication structures needed to be in place and schools had to dedicate time and effort to developing with their partners a sense of trust and a shared vision. However, this could not, we were told, be achieved in isolation from other issues. Integrating the FSES initiative with other initiatives, putting into place effective management processes and managing a variety of workforce issues were, according to the schools visited, key to overcoming barriers

to multi-agency working. These further issues are, therefore, explored alongside other strategic developments, and other management and workforce issues in the sections which follow.

3.2 Strategic developments

As we saw in chapter 2, many schools and local authorities thought of FSESs as one element of a wider overarching strategy encompassing a range of initiatives. As a LEA officer (in LA5) explained:

All the stuff with the Children's Bill links with full service extended schools, and the work of young people's strategic partnerships...in terms of an integrated support service they link with the Children's Trust idea and are supported by that.

In this context, 'joining up' was seen as the necessary precondition for enhancing outcomes for children, families and communities. For example, the Director of Education in (LA6) asserted that:

Set under the umbrella of the Children's Bill and 'Every Child Matters' you'd be a silly person to argue with the logic of this. It is very welcome. It is especially for vulnerable children but for all children. Joining up work between education and social services is a desirable and necessary thing to do. The logic is that full service extended schools fit in well...Children's Centres, Sure Start and extended schools paved the way...The obvious thing for a local authority to do is join these things together.

In this context, the Children Bill (now Act) and the wider *Every Child Matters* agenda were seen by many as offering an overarching policy framework. Others were more inclined to see the FSES as the 'umbrella' under which other strategies and initiatives sit or the glue holding the different initiatives together. In either case, schools and local authorities saw the simultaneous development of the FSES initiative alongside a range of other initiatives to do with children, families and communities – and especially those 'at risk' – as constituting major opportunities to develop more accessible, more coherent and more effective services.

As we saw in chapter 2, schools saw themselves as being able to contribute to and draw on the resource of a wide range of initiatives in addition to the *Every Child Matters* agenda. Those commonly mentioned by schools and LAs included Specialist Colleges, Building Schools for the Future, Local Strategic Partnerships, Children's Fund, Connexions, Teenage Pregnancy Strategy, the Home Office Community Cohesion strategy, 16-19 Strategy and Ontrack – to name but a few. More often than not, schools were positive about these initiatives, regarding them as opportunities to develop further the FSES work through additional resources and/or complementary objectives. A headteacher of a community arts college (LA1), for example, was able to outline the resources available through specialist college status for community engagement and through Building Schools for the Future for capital build. A LEA officer in the same area described links with On Track through crime intervention work targeted at a particular age range of children. Elsewhere (LA3), A LEA officer

described how certain initiatives (such as the Children's Fund) have particular age remits but that through partnership working provision could be offered to all children.

Some concerns, however, were raised about 'new builds' through Building Schools for the Future in that, despite promises to the contrary, they were not being built or might not be built with FSE schooling in mind. One headteacher (in LA10) explained that there were not enough PFI credits to build the extended school extras that the school would have liked. Another (LA11) expressed concerns about whether his school ought to be in a position to take on the full management responsibility of the new build.

Schools identified the advantages of linking the FSES initiative with other strategies in order to avoid duplicating provision and make effective use of resources. As one headteacher (LA8) argued:

It's about aligning strategies...it's pointless us building strategies to cope with young people in family circumstances if those strategies already exist and it's that safety net notion within the model that is really quite vital. Because that's really the interface between the external agencies and those within the school.

For schools, therefore, FSES was not a stand alone initiative. Schools were consistent in their view that FSES was not an 'add on' and that embedding this and other initiatives was the only practical way of maximising resources and support. The assistant headteacher in a FSES secondary (LA7) described the reality on the ground as being, 'a bit of a tangled web but that's the way we work'. Other school staff indicated similar views:

I look at the extended school as being part of the whole jigsaw that is coming together to raise attainment and achievement and quality of life...It's all part and parcel of the joined up action as well as the joined up thinking. (Secondary headteacher, LA7)

And:

What we've tried to do is really be holistic about getting specialist status, extended school and the new school and try to take the whole project together...It is one big initiative to build something that really will make a difference to this community. (Secondary headteacher, LA10)

3.2.1 *Every Child Matters* and the Children Act

The *Every Child Matters* agenda (DfES 2003, 2004a, 2004b, 2004c) was familiar to respondents in FSESs and LAs and was described in terms of a 'key set of policies' embodied in 'key document[s]'. It was regarded as 'fundamental' in terms of greater opportunities for early intervention, integrated service provision, information sharing across agencies and targeted and specialist support to ensure greater health and security for children and to help children reach their potential. The consensus was that FSES forms a key part of this agenda:

It [FSE schooling] fits in with the key priorities of the Children's Bill; to be healthy and safe and to achieve and enjoy and to be involved in the community and to be socio-economically viable...health have the view also that it is about enjoyment and achievement and it is very interesting that that view is shared with health...if you don't have good health you are not going to enjoy life and if you don't feel safe you are not going to enjoy life and if you don't achieve you won't be economically viable and if you don't enjoy life you are not going to contribute to your community. (LEA officer, LA6)

A headteacher (LA2) welcomed these policy developments in that they set out a key role for schools in working with key services to meet the whole needs of the child. He remarked:

***Every Child Matters* is at the heart of it [FSEs] because everything else is around raising attainment...this is because kids matter.**

A widespread view was that the *Every Child Matters* agenda will, or should, aid multi-agency working as structures will be introduced to ensure agencies and services supporting children are working collaboratively. As a secondary headteacher [LA1] put it:

The *Every Child Matters* Paper is going to make a considerable difference as we will have to work together.

Likewise a deputy headteacher (LA18) argued:

...somebody at Social Services' top should be saying 'well the Green Paper says we should be working in and talking to schools much more than we are doing, so let's do it'.

Frequently, when workforce and multi-agency issues were raised there was recognition that strategic planning and management, workforce restructuring, and financial rescheduling must be a precursor to delivery on the ground.

The Children's Bill is the single biggest important agenda for us and it's how we make it real. It is such a wide remit and it cuts across so many different services and agencies. They've got such a lot to do at policy level to start thinking about [what] that means for them before it starts to trickle down to what it means for people on the ground...and I think that's back to the agenda about restructuring staffing and I think you almost need to step back from things and look at funding afresh and almost reconsider how you will use it...There is an awful lot of talking and teasing detail out at a high level that needs to take place but I think it is very positive the Children's Bill. (LEA officer, LA17)

There were good examples of new structures to achieve exactly that. In LA7, for example, strategic developments including delivery boards, Local Implementation Teams (multi-agency teams put together by the LA) and work around commissioning services and devolved funding had created a set of structures in which schools were

closely involved and within which the *Every Child Matters* agenda can be delivered. A LA officer gave this account:

Within [the authority] and linked to the Children's Bill, we've formed a Children, Young People and Families Partnership Board which is supported by the Children, Young Person and Families Local Implementation Team...the groups are used to bring together all issues related to the multi-agency agenda linked to *Every Child Matters*.

Elsewhere, a Local Authority (LA4) has recently established a Community and Young People's Trust Board to bring about greater connectivity between services and initiatives. There has also been a radical change in corporate and strategic management with the appointment of Executive Directors of Social Services and Education and a partial restructuring of the Education function, with the introduction of a third tier post for children and young people.

The Green Paper and Children Bill were also seen as offering a more coherent framework for multi-agency delivery:

I think the government development of all those is really giving the mandate of support to local authorities for [name of LA] that mandate did not kick start partnership working as it has in some other parts of the country but it gave a clarity of vision with the Children's Bill and Every Child Matters it gave a structured framework and it helped with the sort of small politics of different directorates not working together at the implementation level. (LEA officer, LA7)

The timing of these policy initiatives was also welcomed by schools and LAs, particularly as facilitators of FSES developments. As a headteacher of a primary FSES (LA9) commented:

***Every Child Matters* has come at an opportune time, whether by good management and design or not...It is part of the rationale for why all this is important.**

3.2.2 Sure Start Children's Centres

There was a strategy in many areas to locate Sure Start Children's Centres in schools that already were, or were interested in becoming, extended schools or full service extended schools. For example, in LA15 the LA officer with prime responsibility for the FSES and ES initiatives reported that, 'A number of the Children's Centres that we have designated are coterminous with schools that are interested in becoming extended schools' and explained that he works closely with the Children's Centre co-ordinator to ensure their work is complementary. There were several other examples of FSES developments being concurrent with the growth of Sure Start Children's Centres on or close to school sites (e.g. LA6, LA3 and LA9). Some schools that were not due to become a Children's Centre site for delivery were disappointed that they might be 'losing out' on not being involved in the initiative.

A commonly held view was that the initiatives were, at the very least, complementary. An Early Years officer in LA9 noted:

If you look at the core offer for Children's Centres and full service extended schools they are very similar...Many aspects overlap in the middle...This [having the Children's Centre on the FSES site] offers the best of both worlds.

Likewise, some secondary FSESs saw Sure Start Children's Centres and extended primary schools as offering a seamless provision for the community from early years to secondary school. As a secondary headteacher (LA1) explained:

We try and ensure that the Children's Centre and the Sure Start work is carried out as seamlessly as possible into the primary schools so that for parents, it seems as if they are accessing a single service.

In the same vein, a LEA officer (LA3) talked enthusiastically about continuity of provision from early years into primary and opportunities this offered to facilitate transition to primary school. Some FSESs, however, were confused about the distinction between the FSES and Children's Centre initiatives. The headteacher in one such school [LA5] commented:

I am very confused with these initiatives, Children's Centres and extended schools. Where does that one start and the other stop because if you're offering a true extended provision it is going to include nought as well as post eleven. It's going to do the full range?

3.2.3 Children's Trusts

Children's Trusts were seen as a similarly complementary policy intervention in that they are concerned with integrating key services in a local authority area through a single organisational, planning and commissioning function, with the co-location of services and the creation of multi-disciplinary teams. In one authority, (LA3) a 'pathfinder' for Children's Trusts, A LEA officer described how the Children's Trust was one of the drivers in integrating services:

Services are coming together clearly now including Children's Fund, On Track, the local preventative strategy, BSF, neighbourhood management pathfinder, teenage pregnancy strategy...The Children's Trust will be one of the things that drives that forward...We can see the number of initiatives that come under that banner and that includes Children's Centres and FSESs.

It was common for officers within local authorities where Children's Trusts were being developed to report on how the FSES initiative and the development of the Children's Trust were being synchronised. The Director for Education in LA6, for example, described the development of a Children's Trust in his authority:

As we move forward with Children's Trusts we see full service extended schools as very central to that. They are the cornerstone of some of that

because they are the places where the day to day work will take place...It fits in with the development of children's services. It is at the forefront.

In another authority (LA11), a LA officer described the strong links between FSES and Children's Trust developments and explained that, 'extended schools will become a major part as lots of what we try and deliver will fit in with this strategy'. Here and elsewhere, (e.g. LA1 and LA3), there were plans for Children's Trusts to commission services in the FSES and for schools in turn to be represented on the Children's Trusts.

3.2.4 Behaviour Improvement Programme, BEST teams

Most full service extended schools incorporated Behaviour Improvement Programme targets around higher attendance, reduced levels of exclusion and improved behaviour in their FSES action plans and the aims were often seen as one and the same:

The aims and objectives of both programmes (FSES and BIP) are the same. One of the aims we have for extended schools is improving attendance and behaviour over the longer term through the opportunities we offer in the extended school. (LEA officer, LA15)

Comments from school staff such as 'a lot of it does marry over' and 'there are clear links' were recurrent. Schools were also able to identify shared aims around supporting teaching and learning, focusing on individual needs and offering key worker support.

A consensus amongst many school staff was that positive outcomes for target groups of pupils would be the result of an integration of the FSES and BIP initiatives. For example, an assistant headteacher with responsibility for inclusion and for the FSES (LA7) commented:

Lots of outcomes will only happen because of BIP and BEST. Extended Schools is very closely integrated into the BIP project...we are not going to deliver just through extended schools and it is not in isolation.

In another FSES in the same LA, the assistant headteacher described the BIP and FSES strategies as being central aspects of the Inclusion strategy in school. She argued,

I find it difficult to talk about extended schools in isolation...it's an integrated approach.

There were several examples of effective integration of the initiatives and consequent positive gains for children and families. The following account, given by a Lead Behaviour Specialist in a FSES primary (LA6), is illustrative of this:

One particular boy was constantly in trouble. He had low level, ongoing issues of behaviour and was being sent home at lunch times but this was aggravating the situation rather than helping. So we sent him to breakfast club and it transpired that as the youngest in the family he was not

getting breakfast. He is attending now and eating. CAMHS are involved through the school nurse and children's forum. Mum has reported that he is better behaved at home and he is definitely better in school and because he is being praised every day and people are showing interest, this is helping his self esteem. I've also got a list of activities that mother is interested in and I'll ask [name of the FSES co-ordinator] to accompany her to these clubs so she does not feel intimidated.

The headteacher in this school also explained how the school has early intervention through BIP and parenting classes and support sessions for vulnerable children and their families.

There were many examples of enhanced partnership working as a result of BIP and for some schools it has been no less than a breakthrough. The headteacher of a FSES (LA1) reported the impact in her school:

As a BIP and BEST School we have much better links with Police, Health and Social Services. In the past I've nearly pulled my hair out trying to find social workers but because of BIP and BEST we now we have regular opportunities to meet with other agencies and we have increased links with the agencies and there is now an awareness from other service providers that the joined up nature of what we are doing is to everyone's agenda.

Through the establishment of BEST teams, schools were also able to draw on the expertise of multi-professional workers and enhance their resources for working with vulnerable children and their families.

There were also examples of missed opportunities or situations where the embedding of FSES and BIP had not yet occurred. In LA3 for example, the BEST team were not located in schools and operated in isolation from the FSES primary schools. This, in the words of the LA officer caused 'fragmentation'. In other areas, the establishment of BEST teams was so recent that links are only now being explored. This is the case in a secondary FSES (LA15) where the LEA co-ordinator explained:

In terms of the extended school having links with the BEST team, they are not yet established. The BEST team has recently become fully established and it needs to find its feet.

3.2.5 Identification, Referral and Tracking (IRT) and Common Assessment

The development of new protocols for information sharing and common assessment was seen as central to the promotion of effective multi-agency working. Some of the FSESs were in IRT pilots and reported finding the new systems helpful. For example, a headteacher in a FSES primary (LA9) explained:

I was identified to work with the IRT group which is about bringing all service providers together to look at how to help children. There are representatives from Sure Start, police, health and social services. You understand how other people work.

An assistant headteacher with responsibility for inclusion in a secondary FSES (LA7) sits on the steering group for the IRT pilot in the area in which he works. In his view, the new systems ensure that information is passed on which not only prevent duplication but also maps the intervention a child is receiving at any one time. He gave the following account:

All agencies who can help and support children are listed on the database along with data on children. If a child is referred to an agency or internal to the BEST team that data is recorded. We'd also know what other agencies are dealing with the child and can access the key contact details for the lead officer from the other agency.

Equally, schools and LAs were positive about the development of common assessment frameworks for universal services. These developments were reported by many authorities (e.g. LA4, LA6 and LA7) as opportunities to further enhance multi-agency collaboration. As a LA officer (LA4) commented:

That assessment framework will allow us to work through the issues of differential triggers of service engagement. I think that's a crucial agenda.

3.2.6 Five Year Strategy

The government's *Five Year Strategy for Children and Learners* (DfES, 2004) was familiar to many respondents and was regarded as a central document in terms of the development of the FSES. For many LEAs and LAs, it gave a clear sense of forward planning and served to re-enforce the importance of FSES in improving the life chances of children and their families through greater partnership working. In one authority, for example, a LA officer (LA3) explained that she 'highlighted so much in the five year plan' about what they are trying to achieve through partnership working and operating as a hub of community support. Elsewhere, a LA officer (in LA15) explored implications relating to the parent:

We will take into account the five year plan published in July as that has significant implications to our approach to extended schools because the government is talking about at least 1000 primary schools by 2008 providing extended activities and wrap around childcare...We must take into account the different agendas coming from the government.

Schools and LAs welcomed the increasing profile of the FSES initiative as a result of the five year plan and there was some evidence that FSESs were sharing good practice with other schools offering extended provision in their areas. The plan was also regarded as a useful document to help schools develop evaluation strategies.

3.2.7 Excellence in Cities (EiC)

Secondary schools were able to identify clear linkages between the EiC initiative and FSE schooling. Many pointed to common objectives around promoting learning and improving behaviour and attendance. As with BIP, schools saw EiC as offering greater financial resources and personnel to support vulnerable young people and their

families. Learning mentor support through EiC was frequently incorporated into the BIP and FSES strategies. In a secondary FSES (LA7), for example, mentors supported students in out of school hours clubs, on healthy eating courses and with their academic work and were also involved in parents' support groups – amongst other things. The headteacher described the integrated approach in school and the impacts this has had in terms of increased personnel and enhanced models of support:

Excellence in Cities and Behaviour Improvement Programme have put funding into the school and started to shape a change of culture in how we work with young people. In school, in the past there was more of an exclusion culture, if someone didn't fit it was difficult to maintain that child in school because we didn't always have the most appropriate support mechanism and school soon exhausted those resources and I think anything that has brought funding in for people who are not teachers has actually helped to move the agenda forward...The way we absorb all of this is important...We are not separating behaviour issues from learning issues it's about looking at individual young people and look at the support team as a whole and saying where can we best use the resources.

3.2.8 Area regeneration and community development

Whilst schools were not always able to define regeneration or community development precisely, they were often clear that there was synergy between these processes and their own status as FSESs. On the one hand, their FSES status gave them an opportunity to contribute to the regeneration of the areas they served; on the other, regeneration and community development initiatives created a supportive context for their own extended activities.

Some schools had long term objectives around economic and social regeneration and pointed to the increased resources - physical resources, training opportunities and support mechanisms - on offer to the community as a means of achieving their objectives and improving the life chances of community members. There were other examples of schools becoming involved in project work with regeneration companies or regeneration teams in the local authority (LA11, LA7) and of school staff attending neighbourhood management panels (LA18) or sitting on regeneration sub-groups of Local Strategic Partnerships. One secondary school (LA11) became involved in work with their local neighbourhood management team at the start of the academic year in a project around community engagement and cohesion. The FSES co-coordinator referred to a statement outlining the objectives of the project:

The project sets out to connect local people in a new and innovative way. It utilizes a structure that people know and trust at the heart of the local community, namely the school. This approach connects physical and social issues within the neighbourhood to the classroom and the neighbourhood planning process.

The co-coordinator explained the school's rationale for becoming involved:

I didn't just want to pay lip service to a full service school...I'm working with the project co-coordinator for the neighbourhood management team

on a project called Neighbourhood Management in Schools. It's a project that hopes to achieve greater levels of community engagement across a broader spectrum of age, gender and ethnicity. It's about really engaging the local community...Children will do projects in school relating to citizenship or geography or history and there would maybe three projects on the go at a time and the children would go out and interview members of the local community. We'll have an open day in school to publicise this...If I can get the children into the community it is going to break down barriers between the community and the children from [name of the FSES].

A LA officer elsewhere recalled how the scale of the regeneration work in the authority 'has been a catalyst for schools to develop as extended schools'. There were also examples of FSES activity feeding into community and council action plans. For instance, in LA15, there were clear links with New Deal for Communities (NDC) where there has been some joint funding of extended school co-coordinators and where the LEA officers sit on the steering group for NDC. The officer explained that this 'means we have an input and makes sure extended activities are high on the agenda'. He also described the strategic planning; 'What we try and so is tie the planning around extended schools with those around Neighbourhood Action Plans'.

Some schools, however, were frustrated that, despite their best efforts, they were unable to engage with regeneration strategies. This was a consequence of a lack of any formal and coherent structure at area level within which they could work. A secondary FSES headteacher [LA1] stated:

In terms of the other agencies and regeneration issues, no, they haven't made contact with the school and that is really frustrating because the school is in the heart of the community and I think we should be consulted about central changes...but I have to hear about these things. I mean, I wasn't consulted about Sure Start and Sure Start affects my families.

3.2.9 Extended schools (ES) initiative

There was some confusion expressed about the difference between FSES and ES and some schools found the terminology unhelpful. Comments included:

I can't get my head around all the terms, extended schools, full service schools and extended full service schools. (Primary headteacher, LA6)

And:

I think the distinction between full service extended schools and extended schools is a bit of a false one.

The launch of ES and FSES more or less simultaneously caused perplexity in some areas. For example, the headteacher of a FSES secondary [LA10] commented:

The launch of the FSES through BIP and then the general launch of ES, the universal service and that became a bit muddled in terms of who was

overseeing what and it just created a little bit more to unravel...We've got [name of co-ordinator] as our FSES co-ordinator and then another Director within the borough was sort of being contacted about ES and there was an ES co-ordinator and it was really quite disjointed in the way that it came in.

Most LAs were developing an ES strategy alongside the FSES strategy and many were hoping to develop more than one FSES over the coming years. Those who had been involved in the DfES extended schools pathfinder project were almost always positive about what they had achieved in terms of building an infrastructure for delivery and developing partner links. An officer in one participating authority (LA3) noted, 'We were lucky to be part of pathfinder as we'd been able to set a lot up'.

3.2.10 Concluding comments

Schools were typically involved in a number of different initiatives, both on their own sites and in the wider community. For the most part, this multiplication of initiatives was seen as beneficial rather than otherwise. It created a context which both stimulated FSES activity and was seen as likely to have a multiplier effect on its outcomes. In particular, it created a sense of overall strategic direction at school, local authority and national level. The interacting – and perhaps overlapping – nature of these initiatives had the potential to cause confusion and it was, for instance, not uncommon for heads or others to talk to us about other initiatives without realising that they were distinct from the FSES initiative. Strictly speaking the BIP and BEST initiatives are different from the FSES initiative, though a number of schools saw them as part of the same whole. On the other hand, it was less important for schools to know about the scope and boundaries of particular initiatives than to be able to unite all of them by a sense of common purpose. By and large, this is what we observed to be happening.

Given the ambitious aims and rationales of FSESs described in chapter 2, it is likely that such aims can only be achieved by developing a sense of common purpose, both across initiatives and between agencies and other organisations. However, the challenge for management systems becomes even greater once schools are not just dealing with the logistical issues of coordinating disconnected FSES provisions, but aiming to link all together, seamlessly translating across initiatives, and co-locating a range of professionals. It is to management and workforce issues that we turn to in the next two sections.

3.3 Management, Co-ordination and Governance

Schools and their partners did not underestimate the importance of establishing strong management structures to drive FSES developments forward. In schools it was seen as imperative, not least to ensure they retain a focus on teaching and learning. As a headteacher of a secondary FSES (LA17) maintained:

Weak management could be a problem as the extended school could take over the school and lose the focus on schooling.

Although schools were keen to stress that full service provision was not an add-on but an integral part of the school, it was not uncommon for it to have dedicated management and governance structures. A headteacher (LA5) explained the decision to separate out the FSES management from that of the rest of the school:

We don't want to lose the identity of the school and the identity and the aims of the school so it's about keeping the elements mutually supportive but separate in terms of trustees and governance and that's key.

As outlined in the previous chapter, the structures for managing FSES in school and the local authority varied considerably. It almost universally involved a school-based FSES co-coordinator or FSES management role undertaken by one or more people on a full time or part time basis and a designated manager or co-ordinator role within the LA. There was, in almost all cases, multi-agency representation and involvement in the management structures in school and LA at steering groups and through devolved leadership in school. Issues relating to the various management structures at school and LA level are outlined in the following sub sections.

3.3.1 The school based co-ordinator role

Almost all schools had a school-based FSES co-ordinator or FSES manager who took responsibility for the day to day management of FSES provision. This role was regarded as important for a number of reasons. These included forging community links, developing links with partners and, not least, ensuring that the day to day management and co-ordination did not fall exclusively on the shoulders of headteachers. The time taken to turn action plans into delivery was proving to be considerable and without the role of a dedicated co-ordinator, schools could not have progressed to the level many of them had reached. For these reasons, the role of co-ordinator was regarded as fundamental.

Acknowledging the demands of this role, it was not uncommon for schools to have full time FSES co-ordinators or managers. However, there were many examples of co-ordinators working part time on the FSES initiative. In some cases, this resulted in an excessive workload for the co-ordinator and inevitably increased the time commitment of the headteacher. In the worst cases, there were examples of co-ordinators feeling 'vulnerable', 'isolated' and 'pressured' and being unsure where to prioritise their time and effort. Where the co-ordinator or manager worked within a clear and supportive management structure, these issues were less apparent. For example, a FSES co-ordinator (LA11) commented:

There is a very strong management team driving this forward. The school are behind me 110%. It is the school vision...They are very forward thinking.

Where FSES co-ordinators or managers worked part time for the FSES and part time in another role (either within or outside school), it often helped if both roles were complementary because they were more able to retain a focus and, in some cases, enhance opportunities for the co-ordination of initiatives. For example, in LA11 the FSES co-ordinator also worked as BEST team co-ordinator and in LA6, the FSES co-

ordinator also worked as community co-ordinator for a voluntary agency serving the same area.

3.3.2 Multi-agency representation

Multi-professional and multi-disciplinary teams seem to have had an important role to play in breaking out of the more traditional 'silo-style' management practices both within schools and between separate agencies. A FSES co-ordinator (LA18), for example, described the system in place in the FSES in which they worked and the rationale for it:

...we meet together as a, well we just call it 'the extended school meeting' but it's a question of sharing experience, making sure that those development, those internal links within the different groups and providing a kind of a joint, understanding of how we are going to move forward.

Elsewhere, similar accounts about the possibilities these structures offered were outlined by school staff. For example, a headteacher, (LA10) reported the benefits of:

...bringing in people who actually can see what the possibilities are, know enough about their services, where their expertise lies to be able to steer where the project can go because they can see that if we work like that together, then that agency could bring such and such a benefit.

In another area again, (LA3) the FSES headteacher explained that what started out as a meeting for headteachers of extended schools in the borough, had now developed into a multi-agency steering group with governor and community representation:

It started out as a headteachers' group. We had a series of meetings and nothing happened. It was critical we got together with partners, with key professionals and also bring the community in. The purpose of the meetings is to ensure that whoever is leading is not inward looking and lives in the real world.

For similar reasons, it was important for leadership structures at LA level to extend beyond Education. In some areas the structures were relatively well established and running effectively. In LA7, for example, an all-encompassing management arrangement had been created with representation at senior level across services. A LA officer gave the following account:

The joint agreement is at the highest level, Chief Executive level and that the senior managers under the Chief Exec are totally supportive then everything else falls into place. So it is a clarity of mandate for multi-agency working and currently we have that at Government level, across the different offices you know the Home Office, DfES, Health Department...and at the authority-wide level what structures are in place in order to support this networking in the mandate - the Chief Executives meet, they also have a joint agreement for this way of working including pooled budgets they have a health group at the CE level which is also

looking at shared targets and delivery in another strategic health authority they have a health plan. I think that is statutory that all authorities and PCTs [Primary Care Trusts] have to have one. But the PCT is the biggest partner and then obviously we have the NHS care trust and then the Police which are perceived to be part of the local authority.

Elsewhere, FSESs and LA officers were developing exploring structures to deal with accountability of the FSES. In LA4, for example, the headteacher was currently managing the initiative with the support of the operational manager of Social Services and a LA officer from Family and Children's Services. Together they were discussing the possibility of transferring some of the accountability to a sub group of the Children's Trust. In another area (LA10), there were plans to embed FSES developments with those of the vulnerable children's service. A LA officer (LA10) explained:

Yesterday...we were working with CAMHS and thinking about next stage in the vulnerable children's development and maybe that's where some of the steering for this extended school will need to happen in the wider context of the vulnerable children's service because it is the same people who need to be there and if we can actually have bits of the meeting detailed for different bits of work, then we can actually put it all together.

Whilst identifying opportunities for development, the same officer identified an issue which could hamper developments:

As far as the big picture stuff...the problem at the moment is there is so much going on right across the borough, the same people are being pulled in all different directions.

Some schools pointed to the importance of adopting a distributed leadership approach in a FSES where professionals can bring different kinds of expertise to the table. A headteacher (LA7) discussed the advantages of this model:

It's about sharing and distributing leadership wider than the school. In the past schools have been a bit afraid of that, you know, it's been a case of 'this is how it works in school and sorry it has to work like that' and I think other professional have found it difficult to work in schools because they [schools] can be so rigid and I think it the case of getting together with a whole range of people and valuing each others contributions and at the same time allowing other people to lead on things....I say, 'you are the person with the knowledge and skills and understanding in your field and so I am quite happy to be led and guided by you and feed into that what I know about the school and what I know about the community' and say 'let's make it work by looking at what we both know'.

The importance of setting up partnership agreements with different services when there are professionals from other agencies working in schools was strongly emphasised by schools. In one FSES (LA5), for instance, a partnership agreement had

been established with social care and health (for the social worker) and with the PCT (for the community nurse). The headteacher explained:

The social worker is line managed now by social care and health and that was key as there is no way that I have the skills and ability to manage a social worker and their work and of course we wouldn't have any expertise in terms of legal back up. We must try to value and acknowledge the different agencies and their strengths and work together.

The social worker reported receiving supervision from her duty team manager on a monthly basis. She commented, 'I couldn't so this job in schools without the constant support. There is a strict protocol about how decisions are made'.

3.3.3 Local authority support

As we indicated in chapter 2, support from the LA (often in the form of the LEA) was variable. A few schools reported minimal, if any, support. A primary headteacher (LA5) for example, recalled how she 'begged' the lead LEA officer to visit the schools. Others said they needed specific support on issues around governance and strategic development. For example, the headteacher of a primary FSES commented, 'we are desperate for some central help from the client team' and called for legally binding documents of costings and assistance in writing business plans. The FSES co-ordinator in a secondary school (LA18) where support was limited, pointed to the obligation that LAs have to assist FSESs:

For me, the importance of the ES status is that there is an implicit responsibility on the LA to get involved. So far, my understanding of the history is that it's been the school that has gone and sought these, developed these links...This is something about the LA strategic response to the opportunities of an extended school and there is a point at which we've done as much as we can at this level and the LA has to...in a very general sense has to take this on...There is a government initiative where the LA is given the opportunity or given a push to get involved and make it work and now they need to be responding.

Other schools had nothing but praise for LA officers for their continued contribution, guidance and support. There were examples of LAs providing guidance and strategy documents for schools which identified opportunities for joined-up working (LA3, LA1), examples of the LA designing protocols for multi-agency delivery, and examples of LAs addressing governance issues (LA7, LA10). A headteacher of a well-supported school (in LA10) commented:

I couldn't have done it without [name of LEA officer] having all the knowledge and the experience of all the different agencies to guide with how it could all come together, what direction we could take...[They were] very, very supportive in terms of getting the bid together.

A co-ordinator in another secondary FSES (LA7) reported being able to focus on delivery as the LA took responsibility for strategic development, took care of the 'nitty gritty' governance issues, facilitated multi-agency working by designing

protocols for working, organizing network meetings and multi-agency training opportunities, establishing working agreements for professionals in schools and helping schools to access funding opportunities. She said:

The biggest plus is that the protocols are worked out so we don't have to get involved in the time consuming things such as governance and the protocols for multi-agency working.

The headteacher in the same school praised the LA for their support in doing much of the groundwork and set out LA support as one of the main facilitating factors of FSES development:

You've got to have the support from the LEA. When this doesn't work in schools it is where the LEA have not supported it or got the vision for this.

3.3.4 Governance

The establishment of FSESs with a wide range of non-traditional functions and calling upon a range of non-educational professionals and agencies created new challenges for governance. It seems to have been important, therefore, for governance issues to be dealt with explicitly in establishing the FSES and for school governors to be given a high level of support. Many schools and LAs reported already having strong structures in place to take care of governance issues, while others were developing support mechanisms to ensure that governors were in as strong a position as possible to take on additional responsibility.

There were some concerns raised around the additional responsibilities allocated to governors in FSESs. As a LA officer (LA15) stated:

Schools weren't really prepared for this. For some schools, extended activities will be quite alien. How we handle the management processes of full service extended schools is an issue. We've done workshops and briefings for governors. It's been on the agenda of every schools governing body and a lot of governors are very scared.

Concerns were also raised by headteachers about the lack of support they were receiving from Asset Management and other functions in the Council. A headteacher of a primary FSES (LA6), for example, argued that the school needed a 'business manager' to deal with issues such as costings, VAT and legalities, and to assist the school in developing their business plan for a Children's Centre. To date, the headteacher had been trying to deal with these issues himself with the support of a headteacher in another primary school, the school FSES co-ordinator and the school governors. Regarding the lack of a charging system, she said:

It quite a nightmare trying to work out the charges. Who do you charge for what and how much do you charge? We don't want to send agencies away as some come with a set budget.

This, in the school's view, could be resolved if the Council introduced a binding charging policy for schools. The headteacher also argued:

There are insurance and VAT issues. We do make things happen but we need help with these legal issues.

In other areas, there were calls for different aspects of governance issues to be addressed by the authority. In (LA15), for instance, a LA officer pointed to the inhibiting lettings policy in his authority:

Letting policies have a huge impact upon whether people are able to access provision in school. If a school has to charge, for argument sake, £15 an hour, it becomes prohibitive for a number of organisations. We need to resolve this locally. It is a governing body issue.

Others raised different issues again, pointing to lack of clarity around health and safety, insurance and security. One primary FSES headteacher (in LA16), for example, explained that attending to security issues had actually held up developments and meant that other agencies were not yet operating from the site:

We have a problem to resolve about making the school secure for use by groups from outside the school...That problem wasn't envisaged...It's been identified that we need to invest a little money in the school's alarm system, video system and basically to up the level of security that we offer to groups using the school.

These problems in governance were being solved in a number of ways. Some LAs took the approach that they needed to put in place policies and support mechanisms themselves for legal issues, finance and asset management, and the development of working partnership agreements. One (LA3) had previously seconded two headteachers to write a governors' manual. In another authority (LA7), the FSES project comprised more than one secondary school and shared governance structures were developed for both. Tools and structures to further support governors were also being developed:

Governors of schools...have to have a clarity about their accountability and many governing bodies are not aware of some of the implications that multi-agency will offer and that is both positive and negative so we are working now with developing governance as a term of reference for them [and] linking schools together so they share the same problems. (LEA officer)

In the same authority, there was a sub group of the extended schools steering group which had responsibility for governance issues. The constitution of the group ensured that different aspects of governance are covered. The LEA officer explained:

Under extended schools we have an advisory steering group, one of the sub-groups of that is the governance and you have people on there like myself, [name] with BIP, [name] who's governance, [name] who is legal, [name] who is leasing, [name] who is capital team and then we are just

bringing in someone from insurance...and then obviously we feed back to the two headteachers [of the FSESs] ready to set up the governing body...The other sub-group we have got is a funding and another one is data and then there is another one which is about this training and that is a working group that changes each year.

3.3.5 Clustering

As we saw in chapter 2, in a number of LAs, schools were clustered as part of the same FSES project. Clustering in this way was reported to facilitate FSES management in a number of cases, and to help in linking with other initiatives. Some schools had long operated in FSES clusters whereas others began to work in clusters when the ES initiative was rolled out in their respective LEAs. Examples of the former include schools in LA3, LA6 and LA7. The cluster in LA7 consisted of two secondary FSESs working with their feeder primary schools which were developing as extended schools. Both secondary schools shared the FSES funding and the assistant headteachers for inclusion and the headteachers in school worked closely. The benefits of this model were outlined by an assistant headteacher for inclusion (also FSES co-ordinator) in one of the two schools;

You are not forging a lone furrow...You are developing things together or one of us will introduce something, for example, we've been using Euro Camp for over a year and [name of FSES] are going to introduce this and we had Relate [counselling] before [name of FSES] but they've had a sexual health clinic [for longer] and you share good practice about pre-existing activities. YES [Youth Engagement Strategies] are part of a collaborative project [bringing pupils together from the two schools] and the benefit is giving young people the opportunity to work with each other such as with the baby sitting course...Validation is also important and we are also critical friends.

In LA3, the cluster consisted of five primary schools, each of which received a portion of the DfES FSES funding. The strategic decision was taken to select a primary in each of four wards in the authority to get as wide coverage as possible. A strategic manager in the LA explained,

We didn't want to cover just one ward but all four wards in [name of the LA].

The schools met regularly with LA officers to share good practice and engage in joint strategic planning. A larger number of schools in the same LA were developing as extended schools and each had been visited by and were receiving support from headteachers in the four FSESs.

Elsewhere there were other examples of schools working closely with other schools that were developing as ESs or FSESs. The headteacher of this FSES explained,

Our model is that whatever we are working on can be rolled out.

In another FSES (LA21), members of the senior leadership teams of other schools were invited to attend the FSES steering group and draw on the knowledge and experience of staff who have been involved in FSES developments. The Principal explained;

In [name of the authority] we are the icon. People come for advice on strengths and pitfalls. They are pleased that what we have created is replicable...We've invited representatives from the other five schools to our steering group.

In another authority (LA2) which had a designated secondary FSES, feeder primary schools also accessed £3,000 each of the funding to begin to develop ES activities. The headteacher pointed to the advantage of this model;

Working with the primaries, we can impact earlier and focus in prevention rather than trouble-shoot when they get to [age] 11 or 12.

Similarly, in LA1 the primary schools and the FSES secondary operated as a 'Family of Schools' and the primary schools were able to draw on the support of professionals from other agencies working in the FSES. Some were now interested in becoming extended schools themselves. The headteacher of the FSES secondary explained;

They [the primary schools] are looking to develop as extended schools as it is part of our cohesive work together and it is also about the fact that parents feel comfortable going into primary schools and we need to ensure they feel comfortable coming into secondary schools. The more joined up we are the less barriers there are going to be...We will have the full service provision here and the primaries will benefit as they can turn to us for specialist advice rather than running around trying to instigate support. Families can just be referred directly to the full service school.

Schools were able to identify clear benefits from working in clusters. These included sharing good practice, providing mutual support, early intervention, greater coverage of provision and opportunities for collaborative working on FSES activities.

3.3.6 Concluding comments

It is clear that FSESs call for different kinds of leadership structures both within the schools and between the school and its partners. These structures need to represent all the different stakeholders in the FSES and therefore they are likely to be multi-professional, to involve some formalisation of partnership arrangements and to rely on distributed rather than more traditional centralised leadership. There seems to be an important role for the local authority in supporting the establishment of these arrangements and in offering guidance to governing bodies which may find themselves working in unfamiliar territory. In other words, even where FSESs enjoy dynamic leadership from headteachers, those heads cannot be expected to solve all problems for themselves. Some local authorities appear to have been able to offer a high level of support. However, where this was not the case there seem to have been problems for heads and governors. Management and leadership structures cannot be divorced from workforce issues, the areas focused on in the next section. Some of the

issues of section 3.3, particularly those looking at workforce agreements, will be considered again in 3.4.

3.4 Workforce issues

For all schools, the FSES initiative had brought about changes in how they see themselves and their aims and therefore has stimulated changes in their provisions, activities and partnerships. To meet this challenge, in a large number of schools the roles of existing staff had evolved, and many new roles had emerged. This had brought both challenges and opportunities. A large range of workforce issues was raised by our respondents. This section highlights these issues.

3.4.1 Key role of headteachers

One of the key facilitating factors in terms of the workforce was reported to be the quality of the headteacher. The attitudes, drive and vision of headteachers were outlined as crucial in terms of the progression, or otherwise, of a FSES. The following are typical of comments that were made:

The head is absolutely committed to the idea. She has the right skills to work with outside agencies. She doesn't assume services will come to her because [the school] is designated as the full service school. She absolutely agrees that she has got to go to them as it is very much about a partnership approach. (LA officer, LA5)

And:

She is a headteacher who is a community champion...and that's the kind of social role she gives herself...so she is revitalising the school and regenerating the schools fortunes through engagement with parents and the community. (LA officer, LA22)

3.4.2 Reducing headteacher workload

One of the problems in being an effective FSES headteacher seemed, for many, to be that of workload. In a several cases, headteachers or deputy headteachers reported feeling 'over worked'. Comments included, 'The amount of work involved is an issue' and 'You can't be in two places at once'. A secondary headteacher (LA1) explained the reality in her school:

An inhibiting factor is the capacity issue. My staff work very hard and put in long hours and lots of extra curricular activities go on and we have to ensure that we have the capacity and energy and right personnel in place. I regularly do a 70-80 hour week.

Other headteachers talked about the additional hours they had had to invest during the infrastructure building phase of the FSES developments. For example, a headteacher from a secondary FSES (LA13) commented:

The core purpose is still to educate the children...We mustn't diversify so much we forget what our main role is and that's where frankly, the last twelve months I've found incredibly difficult because I have been trying to do two jobs and there have been times when I know I've neglected the school and that's wrong and I mustn't do that so now that [name of FSES co-ordinator] is here it's much easier.

Workload problems could gradually be overcome as the workforce was remodelled. Headteachers found that, when the FSES became operational and they received support from co-ordinators and other staff, the hours they initially had to dedicate to FSES had reduced. In fact, some headteachers reported an increase in the time they could now dedicate to the management of teaching and learning in school. A primary headteacher (LA5) described the situation before the appointment of a resident social worker:

I was finding, because of the nature of the community, when I looked at my role as a headteacher which is about leading the learning and the teaching, so much of my time was being taken up dealing with the social work issues... I did a review over a four week period of my time and 60% of that time was social work related and that's not where my strengths are. My strengths are in teaching and learning.

The time she could now commit to leading the teaching and learning in school, however, had increased significantly.

The role of the co-ordinator was also seen as central in terms of forging or developing multi-agency links and ensuring the headteacher time spent on this was minimal. The headteacher of a secondary FSES (LA11) had a co-ordinator in school who was also part-time BEST co-ordinator. Whilst acknowledging that 'being more joined up sounds good but it is not easy to do', he also stated that, 'if we didn't have release time for co-ordination then it would be much harder'.

In most cases there remained workload issues for senior school leaders despite having either school-based FSES coordinators and LEA support. Although devolved leadership of the FSES undoubtedly helped, there was seen to be a fine line between effective devolution and asking less senior staff to take on roles for which they were not equipped.

3.4.3 Tensions in teaching staff involvement

Most schools involved teaching staff in the delivery of FSES provision although they generally had a limited input. There were examples of teachers' running or helping to run out of school hours activities (such as a Saturday morning drama club in LA3) and being involved in activities where there was a direct link with the curriculum (e.g. a teacher was involved in an intergenerational activity involving gifted and talented Geography pupils meeting elderly residents of local sheltered accommodation to record war memories in LA7).

Many headteachers made clear their intention not to overload teaching staff. It was generally agreed that appointing co-ordinators and having professionals from other

agencies in school had a positive impact on the workload of other teaching staff as well as of headteachers. A secondary headteacher, (LA4), for instance, commented:

I think it's very important that we look at workload. What I was anxious to do, because we've been involved in a range of initiatives, I was anxious that in fact we don't overload our staff and we haven't taken on initiatives which will mean that teaching staff will actually feel distracted from their main area of responsibility. That's not to say that I don't want involvement. And when I said that we were looking at people both to do the thinking really and the support as well as sometimes the teaching, that's the way we've looked at it...I think it's absolutely crucial to the success of the venture that we're involving adults other than teachers.

Some schools did not merely protect teachers from additional work in connection with the FSES, but deliberately detached them from any involvement. A headteacher from one such FSES (LA17) justified his decision in the following terms:

The extended school does not involve teachers...Staff [for the FSES] are administrators not teachers. They are good, thinking on your feet managers. Teachers are good at teaching but not good at brokering and street fighting. It is a different animal to a teacher.

Another headteacher (LA7) pointed to enhanced level of professional support available to pupils as a result of the new staff brought in through the FSES and the positive consequence for teaching staff:

I feel very strongly that over the years teachers have been taken away from their core purpose which is teaching and learning and they provided, and I'll be honest, not always a very satisfactory support mechanism for young people as teachers are not social workers, they are not counsellors and I think sometimes that teachers can make situations worse unknowingly and we don't always in school know here to go to for the best kind of professional advice and support.

Other schools involved teachers in delivery of out of school clubs and study support and, as we have seen, assistant headteachers might have a key role in the management of the provision. Where teachers were not heavily involved in delivery and/or management, headteachers might try to ensure that they were fully aware of the FSES vision, the referral mechanisms and the range of FSES provision in school. A LA officer (LA19) discussed the merit of this approach:

If the whole school staff are more aware and can deal with a wider range of issues, I think it will allow for a more preventative model to develop and work through and allow those professionals to pick up on the key elements that need to be picked up on.

Elsewhere, a FSES manager (for early years) (LA4) commented;

The feeling I get is that all the staff (a) understand the community and recognise the needs of the community and the gaps that are there and (b)

can see what we are doing and what we're trying to do and want to become engaged for the benefit of the kids and the community. They are not actually probably engaged in terms of hours and additional workload yet, but they understand the concept and want to become involved.

In LA4 the way to decide the level of teacher and other school staff's involvement in the FSES was through consultation:

We've consulted with staff about what type of involvement they would be interested in supporting, both in terms of actively teaching or actually developing a range of different subjects. (Headteacher)

3.4.4 Workforce remodelling: new roles and service level agreements

FSESs locate a range of non-traditional tasks in and around schools and therefore they create a need for new professional roles, or for the reshaping of existing roles. A LA officer (LA7) gave a useful account of what workforce remodelling means for the FSES in the authority in which she works:

Remodelling is about changing the workforce ...Looking at people changing from one professional orientation to another smoothly, accepting in a profession that people can move into different professional orientations because you are dealing with a competency framework of skills, knowledge and understanding. So often we pigeonhole people into a profession and we have not seen the transfer ability of skills and in some schools now the multi-agency non-educators are probably two thirds of the school compliment and the educators, by that I mean the teaching profession, are one third and...[we are] also now looking at the form tutor being a non-teacher...There are discussions as to what are the skills match that you actually need for that role and function.

Much was said about what workforce remodelling meant for different staff in schools. In one school (LA7), there were changes to the roles of a number of staff including the key stage managers, the assistant headteacher and the EWO. The school also recognised that the roles of heads of year must change to embrace new developments in the FSES. The vice principal explained:

There are fundamental changes in the way we – or certainly I...see heads of year working in the future. There's a lot of fire-fighting; there's a lot of the discipline stuff. And we see that, hopefully, being removed from them, so they've got a more academic perspective on their children... as well as the pastoral side of things. But they spend most of their time now – or so it seems – fire-fighting – I've got to do some work with these people about the revised pastoral structure, and something that I'm quite interested in is having – [name of other FSES in the LEA] have one – a non-teaching year head. They're not a teacher - they do all of the attendance stuff; they do all of the behaviour stuff; they do weekly communications to form tutors about pupils who may be causing problems; they're always available to go out on visits with the year group. And then the head of year is then released to all the kind of academic...picking up on target-

setting; seeing where people are falling off. So, their work needs to be more rooted in learning.

The headteacher in another school (LA4) also talked in detail about the changing role of heads, the impact of a co-ordination function in school and the restructuring of management:

I think the role of the management has to change...The heads have already changed in that one time you just, you were responsible for your school and your teaching and learning in school...Now you're responsible for the building of the premises, the premises, the money...and for small schools that was a big hit on their head's capacity to actually lead teaching and learning. Under the workforce agreement, that is now beginning to shift back, given that we've got funding to actually employ people to do the job...[Name of support staff] works with us, we will have a multi-agency worker working with us, com[ing] from a different background who bring different expertise in order to support our strategic management. So yes, the head will have a wider role, but their focus must be still very much about effective learning...Maybe what we are looking at, is a different configuration within senior management.

There were similarly changed roles for workers in other agencies. These professionals did not always easily adapt to their new or revised role working in schools. A worker from social care and health in one of the FSES projects (LA5) discussed some of the difficulties she encountered when she first moved into the school, although issues around lack of resources and expectations of her were soon resolved:

It was difficult at first. Schools are very regimented places to be...

Elsewhere (LA7), a sexual health worker described how system changes in school – specifically, a decision to provide a day of PHSE a term, as opposed to more regular sessions - had negative implications on the work he could do. The change had meant that the amount of sex and relationship education he could deliver was reduced. The same worker also reported problems concerning the area he had been allocated for delivery. He commented, 'Space is always an issue but we've always maintained our service'. He was of the view that the location of the clinic (in a prefabricated building) was not ideal in that students might feel conspicuous entering it:

There are some drawbacks to this particular location. The main one, which has come from the young people and staff, is that you have to come in from outside and its exposed to the play yard and you don't want to access services if you are going to be seen. The original idea was for pupils to come in more discretely and have a connection from the main school into this building but the money ran out. It would be good to see that.

The issue of less than adequate space for delivery was raised by workers from other agencies in other schools where they might be employed directly by the school, jointly recruited by the school and other statutory services or employed by local agencies or the LA. Issues were also raised about the difficulty in getting others to observe notices asking for no interruptions of session, and the problems in finding

ways to store confidential information securely. Other schools seemed well aware of the needs of different professionals in trying to provide rooms that met with their working requirements.

In terms of managing the changing roles of non-educational professionals in FSEs, the formulation of service level agreements was seen as crucial. By and large, schools and LAs recognised that these professionals needed to retain supervisory links with their own agency and hence with fellow professionals rather than becoming wholly part of schools' staff. In (LA5) for example, a social worker stressed that she would not be able to do the work she does in school if she did not have professional back up and supervision from her area team. In another example, a LEA officer [LA7] commented:

We needed service level agreements. We cannot take a professional out of their context. We ensure there are links with their own professional organisation, their own peer group and that they get professional supervision.

Another officer in the same LEA also stressed the importance of the agreements:

It makes sense. If someone has got a social work background and their own expertise, you can't assume we know about this from an educational standpoint...They need professional supervision.

However, challenges remained even when other facilitating factors were in place. In one LA, despite a workforce agreement, good management from within the school and proper supervision, a social care professional said that she felt unable to maintain any control over the volume of work, had difficulty maintaining the variety of roles she felt she had with clients, and felt that she had an uneasy relationship with the social care team that was external to the school.

As there were relatively few such professionals giving significant time to FSEs and such professionals were often new in post, this seems to be an emerging issue. It is possible that in time such problems will be overcome. However, this is clearly an area to watch carefully.

3.4.5 Continuing professional development (CPD)

In this context of changing roles, CPD was particularly important. A LA officer (LA7) pointed to the importance of offering professional development opportunities for senior management from health, Social Services and Education. She explained that the PCT and LEA hosted a 6 day training event for senior managers to support them in unravelling some of the workforce issues around shared management, partnership working and legalities. She regarded it as particularly important that professionals came to understand each other's priorities:

Making sure that everyone understands the core job and the quality of that core job is par-excellence. You know that we are about raising standards and if everyone understands their own core job and how the referral procedures work and how the communication works between

people and the information sharing and assessment protocols will support that because then we will all have the same information.

Elsewhere, FSES headteachers reported that the FSES created development opportunities for teachers. In LA19, the decision was made that the deputy headteacher would be exempt from their day to day school management responsibilities in order that they could concentrate on the management of the FSES provision. The Deputy remarked:

I don't think that has been seen as a burden it's been seen as an opportunity for my colleagues who are doing the work that I would normally be doing...It's seen in a positive light.

The headteacher of another FSES (LA3) also identified development opportunities for teachers and support staff and pointed to the contribution FSESs can make in this way to the development of human capital locally:

There is great potential for teachers who can take on some responsibility for the strategic developments of the school. We grow our own and this all links to job opportunities and regeneration...[name of member of staff] is a community co-ordinator and a mentor. All the support staff with the exception of one are local people who start as volunteer helpers, dinner supervisors, classroom assistants and now high level teaching assistants. ...those people access employment as these are jobs that need to be done. They can also work within their benefit limits. They grow self confidence.

Several other schools likewise reported opportunities for local people to be employed in FSESs. In one (LA7), there were examples of local people being employed as IT technicians, mentors and trainee support workers. These workers had sometimes been trained in school. Some were ex-pupils. In LA1, parents were working as learning support assistants. The headteacher explained:

We've got parents in the school working as learning support assistants, two are learning support assistants, our college assistants were our dinner ladies...We've trained them up through NVQs and they are now our college assistants. They work full time for us. Two of them work on reception and repro-graphics having also got desk top computer skills, three of them in student support helping with issues to do with the school.

A consequence of taking on staff from non-professional backgrounds was that the need for CPD increased. For example, in LA7 a PA/secretary was employed as BEST manager and someone with a non-teaching background was employed as head of year. Both had significant contributions to make, but also both had significant training needs.

3.4.6 Quality of staff

The quality of staff was raised repeatedly as being a major facilitating factor in FSES developments – and, conversely, the difficulty in finding quality staff was mentioned as a barrier. The consensus was that staff are the most valuable resource and the

greater their skills, experience and commitment the greater the returns for the school and the people it served. One LA officer (LA22) explained that the headteacher of the FSES engaged in a process of 'rigorous recruiting of the right people'. A FSES headteacher of a school elsewhere (LA7), outlined the expertise of her staff and colleagues in the LEA as being an important factor in the success of the FSES initiative to date:

The quality of the staff that we have right from the management and leadership of programme from LEA level to management level in school. It wouldn't have been as successful had we not had the LEA support which is a very strong feature... I have someone who is very committed and passionate about the work and that's come from her experience through the pastoral route in the school. I have appointed very, very skilled staff.

The qualities of the 'right' person could not be predicted in any particular case. When respondents outlined on what made a particular person 'right' for the job, they might refer to their skills, their prior experience, their role as a member of the community, that they offered something different from an education background (e.g. a business background), or that they were skilled in working in Education – or any combination of these. Furthermore, schools did not always have control over quality as other professionals were employed by other services and voluntary agencies and often offered to the school rather than selected by them.

Many posts created in FSESs were fixed term, and whilst this brought opportunities, it also brought potential problems. Recruiting staff to some of the specialist posts proved difficult when posts were fixed term. The headteacher of a FSES secondary (LA7) discussed the problem in these terms:

The funding is always very short term and therefore it is very difficult to attract people to short term posts because obviously they are not clear about the next steps will be. I don't think some of the services in the council are perhaps as forward thinking or it may be that they are not as clear about the extended full service school is...I think until we get everyone talking at that level it will be more difficult to recruit people.

In another authority (LA1), a LA officer presented a similar argument, calling for greater recognition of the problem from the DfES:

The fragile funding is an issue in terms of employing staff to take this forward...I don't understand how the DfES expect us to make appointments of quality for one year. You can't offer people permanent jobs and can't attract quality staff.

There were a few examples of secondments from other agencies locally which helped to combat some of the problems encountered by schools in the recruitment process. In LA6, for example, the FSES co-ordinator was seconded part time from a partner voluntary organisation to work on the FSES project.

3.4.7 Concluding comments

There is no doubt that workforce issues could be challenging for FSEs. Establishing the new provision was demanding on headteachers and called for changes in working practices from both teachers and non-educational professionals. On the other hand, these difficulties seem in most cases to have been outweighed by the advantages of new roles and working practices which might, in some cases, actually reduce workloads. It is important to remember, however, that we visited schools in the early days of the initiative and that these were the schools which were furthest forward in their development. There were some indications that the initial demands of establishing FSEs might diminish over time. By the same token, it may be that other workforce issues will emerge in time and/or that other schools, perhaps in less favourable circumstances, will experience greater problems. There was also evidence that new professional roles were emerging to meet the challenges of FSEs which would bring both opportunities and further challenges.

Finally, it is worth noting that something of a paradox was emerging in some schools. Whilst the full service extended school was seen as having a holistic role in meeting the needs of children, families and communities, the professionals working in and around it were not. Teachers in particular (and headteachers to some extent) were seen as being able to focus more narrowly on teaching and learning, precisely because there were other professionals available who could meet the other needs of their pupils. It is too early to say whether this represents a highly effective way of meeting a range of needs or whether it constitutes a reinvention – even reinforcement – of traditional silo thinking between professions. Certainly, there are just a few indications that some schools might be less sympathetic to the working conditions and practices of other professionals than would be ideal. At this stage, however, all we can say is that this is an issue which merits monitoring.

3.5 *Government policy and support*

3.5.1 Government policy

The previous sub-sections 2.3 and 2.4 highlighted the opportunities that schools had to operate strategically and embed the FSE within a range of educational and other policy initiatives. Policy interventions which facilitate this were regarded highly by FSEs, LAs and partner agencies.

There were, however, calls for greater coherence in national policy in order to facilitate the work on the ground. The Director of Education in LA6, for instance, stated:

My only criticism of government now is that it is difficult enough in DfES and more so in different departments to [co-ordinate initiatives]... Things seem to come out a bit higgledy piggledy from DfES and other departments and we make sense of it locally but the difficulty is that we are not sure when the next one [initiative] crops up. It needs a bit more co-ordination nationally but there are lots and lots of good ideas and lots of money attached. Perhaps DfES will get better value for money if they joined it all up.

An officer in LA17 presented a similar argument about what she described as a ‘lack of joined up policy.’ Her concern was that the full service extended schools initiative was (currently, at least) located in the BIP initiative, yet she was not clear how far they were integrated with each other:

...the extended schools agenda is part of the BIP agenda and it seems to me that if they can’t get that joined up then it’s hard for us to do it.

There were requests for government to move away from a ‘repetitive cycle of dealing with symptoms’ towards a focus on identifying and dealing with the root causes of the problems encountered by vulnerable children, families and communities (e.g. from the home-school liaison officer in LA21). Other accounts were more sanguine. Comments included:

One senses that the government’s agenda is now beginning to be more focused...We’ve [name of LA] had 3 major inspections none of which join up in any meaningful way. But the new inspection framework where we are looking at children’s issues in their entirety, I think that would be a very effective way forward.

And:

I think it is also reassuring...[to] see the links through to the wider social inclusion strategy which you don’t often see when you read government documents but when I read it I was thinking, yes, this does fit together. Yes it could be more cohesive, the government hasn’t really thought this through, but it’s such a complex environment, but the key words and the ethos I thought were there. (Deputy headteacher, LA19)

There was also a sense that schools have been given greater opportunities and greater recognition for their wider roles in recent years. As a headteacher (LA1) commented:

I think what’s happened in the last seven years since the Labour government has been in place is that we’ve had more creative opportunities from the DfES and there has been more of a recognition that it isn’t just about what happens in schools its also about what happens outside and they also listen much more to schools and headteachers.

3.5.2 Standards agenda and the wider agenda

At the time of our fieldwork, Ofsted was putting a new inspection framework in place partly as a response to the Green Paper, *Every Child Matters*. This development was very much welcomed by respondents in that it takes into account the broader work that schools are involved in. This is not to say that many schools did not remain critical of target setting and league tables. As one headteacher (LA3), asserted:

The measure used is still the end of key stage academic results. We need to have a change of view about what achievement is.

Several schools pointed to the ‘tensions’ between the standards and wider agendas. Some were concerned about the response they might get from Ofsted or the LEA if they were not seen to be improving their place on the performance tables. For example, a primary headteacher (LA16) discussed her fears:

I’ve got an Ofsted in a year. If we slip into special measures it is going to be very hard...the HMI, LEA, Ofsted will say, ‘listen, forget it’. They won’t say it directly of course, but what they’ll say is look you’ve been distracted by all this stuff, get back to business. So that could happen and that could happen to any school.

A LA officer elsewhere, expressed concerns that the standards agenda might deter some schools from fully embracing the wider inclusion and FSES agendas:

One of the challenges is to draw schools into a more multi-agency agenda because their focus is on standards and sometimes they feel that everything else retracts from that, although, in the long term, they understand the more joined up services are, this will impact on achievement because behaviour improves, attendance improves and attitudes to learning improve...but when you are trying to get your school out of special measures it is not always the first thing on your mind. (LA officer, LA6)

Agencies raised similar concerns. For example, a Sure Start worker (in LA3) commented:

Schools as institutions get wrapped up in their own agenda. It’s hard for schools to respond in a lot of ways as they have got all sorts of pressures to deal with.

However, there were other views. For example, a headteacher in LA7 argued:

I find it very difficult to understand how some headteachers see this as an agenda that takes them away from the standards agenda because for me it is all about removing the barriers to learning, creating opportunities for young people about engaging families and motivating them and raising aspirations and I think the full service school does all of that.

3.5.3 Government support

Support from The Extended Schools Support Service (TESSS), provided by ContinYou, was generally well received and appreciated. ContinYou network meetings were regarded as ‘useful’ and ‘a good opportunity to share ideas and good practice’ and many schools appreciated the regular e-mails and letters advising them of funding opportunities and new initiatives. Likewise the DfES documentation was described by a lot of schools as ‘useful’ or ‘informative’.

Nevertheless, some FSESs and LAs called for greater assistance and support. A headteacher in [LA17] argued that the documents produced by the DfES, ‘are about extended schooling and not FSES’ and called for support from colleagues in HMI.

Other schools called for more national conferences which enable schools to share good practice and celebrate success, others for a ‘more personalised’ touch from ContinYou. Constant recognition and encouragement from DfES for the hard work that schools undertake was also requested from schools. A primary headteacher (LA16) regarded this as an absolute must:

I think unless the school is recognised for its achievements in this area in a way which gives them the confidence to sustain the kind of energy we are having to put into it, it'll fall apart.

3.5.4 Concluding comments

The broad support for government policy seems to have been substantial and to have rested, as we observed earlier, on a sense that a coherent strategic direction was emerging which made sense of the schools’ and local authorities’ work. Schools and LAs were doubtless encouraged by the additional funding that was available and by the high level of support provided by TESSS. Some caution needs to be exercised, therefore, in extrapolating from these schools to those which follow later in the initiative or which develop extended provision without additional support.

The notes of dissent that were sounded related to those aspects of policy which seemed to schools and LAs to be less coherent, or at least less consistent with the thrust of the FSES agenda. This perceived incoherence seems not yet to be overly destabilising and it is possible that a greater degree of coherence will emerge as new policies become embedded in practice. However, this is clearly an issue which needs careful monitoring.

3.6 Funding and sustainability

3.6.1 Funding

Despite the growing flexibilities of pooled budgets and joint commissioning of services at local level, many of the concerns raised by respondents were around sustainability and funding issues. Some schools and LAs expressed anxieties about a perceived lack of flexibility in financial regulations. For example, an officer in LA5 complained that:

One of the things which frustrates me greatly is the very hard financial regulations which state that school budgets can only be spent on ‘education’ and can’t be used to pump prime or develop extended schools and if the DfES could lighten up and enable schools to use it, it could help pupil achievement.

Schools, in particular, were vocal about their anxieties around funding and the fears they had that it would be withdrawn. One headteacher of a primary FSES (LA5) put forward a particularly strong view:

I just hope the politicians will stay with this and have the decency to see what can be done. If this was taken away from schools, I tell you, I would

leave...I would not be prepared for there not to be this intervention...It is the way it has got to be in these areas.

Likewise, a principal of a secondary FSES (LA21) argued the need for government to announce further funding so schools can plan ahead and budget accordingly:

There is the issue of fear of the carpet being dragged from beneath us. We don't want to fail to deliver on this. We can't afford to have financial insecurities and this needs to be addressed.

There were also anxieties around funding attached to other educational initiatives. A headteacher (LA1) argued:

...the short term funding issues are not helpful. I mean, EiC is still only up until 2007 and yet I've four learning mentors here and an LSU [Learning Support Unit] and the school now has embedded that work and if they pull the plug on that I'll have no idea how I'm going to cope. Likewise, you know we've not got the 93K a year for three years to be the extended full service school ...I think it's quite wrong to raise expectations, to put funding into school for what ought to be an entitlement, particularly in an area like this. They can't tell that you can be an extended school for three years and that community out there is suddenly going to be OK as it is not. This is a rough area and therefore the funding should be there. Now, if they [the government] are going to take the project away they [the government] have to put the equivalent into my budget to manage that. Actually I feel more strongly and more angry about that than I do about many things.

Although schools and LAs were attracting a range of external funding and had introduced costing systems to try and ensure sustainability, many were clear in their view that schools should not have to invest so much time and energy in trying to secure sustainability. Many felt the funding to support the co-ordination function ought to be an entitlement. The potential for pooled budgets and joint commissioning of services that was being facilitated by Children's Trusts and the Children Act did not yet seem to be having a far reaching effect on funding the activities and provisions of FSES projects.

In expressing these fears, schools and their partners were also reiterating the importance they attached to the FSES initiative. For example, the Director for Education in LA6 commented:

I think there is a cost in driving this which is an increasing cost but it's also a real investment in social and educational capital and so give maximum positive encouragement to DfES to continue what they have started and work with us on the sustainability. I think its one of the most valuable initiatives.

Other schools expressed some dissatisfaction that funding had gone to LAs for distribution. There was an instance (LA6) where the LA overspent its BIP allocation without retaining funding for FSES, with the result that the funds available to the

FSES were much reduced. Some schools were particularly critical of the redistribution model:

What has hindered is that the money has gone to the wrong people...I just think they [the government] took the easy option and they gave it in the wrong way...The Political masters wanted expediency. Giving it to LEAs for redistribution is a bad thing as you give it to the hands of short term politicians and all they are waiting for is the next time they will get a vote...it would have been better if we'd run it like the trusts, like the health trusts so we have more accountability of the use of the money and if heads were involved and trained up to know how to use the money. (Secondary headteacher, LA17]

Most FSESs and LAs were eager to stress their appreciation of the DfES funding in enabling them to develop their strategies further. For example, a headteacher in a FSES secondary (LA11) commented:

The whole idea and funding around full service extended schools is very welcome. It links to Inclusion and BIP and gives us the opportunity to do things we would have had to wait to do. I hope we have outcomes in a year's time...We want the DfES to note that future funding opportunities are going to be important.

Greater flexibilities in funding were also welcomed. As a LA officer (LA3) noted, 'there is enough flexibility with the funding to be organic'.

Attracting additional funding, however, sometimes proved difficult especially for those schools that were in less disadvantaged areas. A headteacher of a primary FSES (in LA5), for instance, complained that some schools were able to access certain funds because they are within a particular ward whereas other schools, even those serving pockets of deprivation, were unable to access such funding because they were located within a less disadvantaged ward. She called for a re-formulation of the regeneration funding structure to ensure that schools serving pockets of deprivation are not ignored. She said:

Demographics play such an important part in this. We are not a Sure Start area. Just because the school is on the border of two ward boundaries [one very deprived ward] we are deprived of funding.

3.6.2 Sustainability

Schools had in place various strategies for sustainability and had identified many opportunities to maximise the probability of making their FSES provision secure. The following recommendation was made by a Director of Education (LA6):

Effective co-ordination of funding and initiatives is regarded as the best way to sustain good work and this is best done by someone in a co-ordinators role...In our experience, what makes this sustainable is maintaining the co-ordination function. Activities bring in funding or take place on a cost recovery basis but the real answer to improving the

sustainability issue is improving the core funding of education. It would be a relatively low cost to put a co-ordinator in place for 30K. It is not a huge amount and then this would help a school to self sustain through income generation from the school site.

This view was shared by others. For example, a Children and Young Peoples Strategic Manager (LA3) suggested that:

...through good partnership working more can be achieved as you can think more creatively and possibly pool budgets.

Likewise the deputy headteacher of a secondary FSES (LA18) discussed the need for schools and statutory providers to mainstream resources and for schools to recognise the financial benefits of working with the voluntary sector. Others placed full responsibility on partner agencies to ensure this happens. For example, the deputy headteacher of a secondary FSES [LA19] argued that:

The physical capacity will be provided by the school, but if they are to be sustainable it is very much up to the other organisations, the partners involved in it, if they are not committed to locating their full service schools on a permanent basis to delivering from the schools, it won't happen, they won't be sustainable. That's the big leap that has to be made.

Many schools had introduced a system for charging which ensured regular income and resulted in activities becoming self-sustaining. Others saw such a system as prohibitive in that they could not target the low income families they served. There were a few examples of schools introducing a charging scheme for some activities and using profits to subsidize places for less well-off families. There were also examples of innovative ways of generating income as part of an exit strategy. In one school (LA17) a 'virtual FSES' had been set up using a telephone system that directed callers to workers from a range of agencies in the area. For every call the school received a small percentage and, since they piloted the telephone system (for a private company), the school is set to make 2% of the purchase price for every new system purchased. The same FSES operated a 'buy to let' system with a lorry it had purchased (the lorry was equipped with ICT facilities and training rooms). Moreover, the school had appointed a bursar to ensure the exit strategy is viable.

As already indicated, schools were often reliant on co-ordinators to bring in additional resources and ensure activities were well run and managed. They were also key players in forging the essential links with other agencies that could help secure the sustainability of FSES provision. A LEA officer in LA9 argued that:

Schools need someone with the time, responsibility and drive to take this forward, otherwise schools will struggle to keep this going.

Ensuring that the FSES provision would not collapse with the departure of a headteacher or a senior staff member who is leading on the initiative was another safeguard that many schools had put in place. A primary headteacher (LA12) explained the steps she had taken to ensure continuation:

I train people. I have a really good SMT. And in fact I'm just about doing a new development plan...It's about the strategic intent of the school in case of the risk of me dropping dead...and I'm not saying that I run the school...The school's only as good as the leader, but your leader's only as good as the staff they've got.

The LEA officer in the same authority also recognised the value of doing this:

I think it would be very naïve to say that you had a charismatic headteacher here and when she left things wouldn't be, because they have been embedded in a vision and everything is extraordinarily well documented and extremely owned by the staff.

3.6.3 Concluding comments

Just as respondents were disposed to view the FSES initiative positively because, in part at least, of the additional funding with which it was supported, so it was inevitable that they should be concerned about what happens when the funding runs out. Clearly, some schools and LAs were already taking sensible steps to ensure sustainability and were using the initiative funding, as intended, for pump-priming purposes. However, the comments of respondents pointed to a tension, if not contradiction, between the importance of FSESs in national policy, the seriousness with which schools and LAs were setting about the development of FSESs, and the limited and short-term nature of the funding stream available to support them. It remains to be seen whether FSESs will indeed become self-sustaining, whether they will fail to make the transition from reliance on central funding or whether there will be mixed outcomes in terms of which FSESs survive and which activities they continue to support.

3.7 Consultation and audits

3.7.1 Consultation

It was generally agreed by FSESs and local authorities that schools should not impose their views and priorities on pupils, parents and community members and that it made sense for FSES provision to reflect genuine rather than supposed need. In many cases, therefore, the shape of provision was informed by internal consultations with pupils (e.g. through questionnaires), by encouraging parent and community involvement (e.g. through questionnaires or residents forums) and by the presence of a FSES co-ordinator at other agency meetings. The purpose of these consultations was sometimes to engage a seemingly disenfranchised, alienated and isolated community to such an extent that they were willing to take ownership and responsibility for the services on offer, without feeling that they had been imposed on them. Comments from a range of stakeholders supported this view. A primary FSES headteacher (LA5), for example, emphasised that:

This has got to come from the community. It can't come from us, sitting in schools, saying 'actually we think this poor deprived community needs a little bit of this and a little bit of that'. What on earth do we know?...It won't work and they wouldn't come otherwise.

In another FSES (LA7) the community manager in school commented:

I was always conscious of the fact that, as the council, we could be seen to be doing things to people and not asking their opinion first.

A Sure Start worker (LA3) shared her view that engaging in consultation would reassure schools that what they offer matches community need. She also said that ensuring this happens might reduce the scale of FSES provision:

If questions are asked [by schools] in the right way they wouldn't need to provide as much as they are [currently providing].

A LA officer in the same authority pointed to the importance of engaging in consultation if long-term aims are to be met:

If you want to change the culture you need to fill the gaps. You must establish what is the key to motivate individual people and listen to what they want...the ideas cannot come from outside. I was asked where I get my ideas from and I said that I just listen to the community.

In another area (LA12) the co-ordinator of a primary FSES also pointed to the risks that schools face if they take for granted what the community need without actually asking them:

You can't underestimate consultation actually with the community. You can think of something that you think is going to work really well and then it doesn't...Thought I'd pitched it right, but uptake was very, very poor on that...You can't make assumptions about what they want out there.

How schools consulted with different groups (pupils, parents, community members) varied from place to place. Some schools interviewed pupils, others used postal questionnaires and others again drew upon existing consultation or commissioned private consultations. In one area (LA18), the school drew on the abundance of data that had been collated by the regeneration team in the authority. A LA officer explained:

Lots of research has been done through a range of different regeneration initiatives which show what kind of services people want, what activities they want, for different age groups. What people want from childcare, what people want for the youth services, what people want from jobs, employment, adult education. The deputy head knows lots from the consultation around where the gaps are and then the school is able to respond to those.

Schools also held open days which were used to both advertise existing provision and gather data relating to community need and desires (e.g. LA5, LA6). One secondary FSES (LA21) invited community members into school on a more regular basis and this opportunity was used to undertake regular consultation. A FSES centre co-ordinator said:

The last one [open day] was about establishing what the community thought of us. Doing this was risky as we could have been open to attack...but we had to be put in that position as the issues were put on the table and discussed...We had a separate family learning weekend and this was all part of the consultation also.

Another staff member in the same school commented:

It was very important from the outset that we were delivering through the identification of need.

Some schools recognised the importance of consultation but identified the difficulties they encountered in engaging in the process. For example the ES Manager in LA16 commented:

The community is a very fractured place and hard to define let alone consult with.

3.7.2 Audits

Although most FSEs were single institutions working in geographically limited neighbourhoods, it was difficult for them to be certain what needs existed in local communities and what levels of provision were currently available. It therefore clearly made sense for the school and its local authority to work together to gather information on these matters. In this way they could have a clear idea about what needed to be done to avoid gaps in or duplication of provision which might otherwise put added strain on limited funds. Both schools and LAs were, therefore, conducting audits. Moreover, local authorities needed to inform themselves about school initiatives if they were planning a strategic approach to extended school provision. For instance, LA3 contacted all schools in its LEA to establish the level of extended provision they were offering. Most authorities similarly conducted an audit of existing childcare provision as a starting point for an overall strategy. Audits of the wider community were left, by and large, to the schools to conduct and were particularly necessary for schools when developing into a new area of provision so as to establish demand, to not duplicate existing provision and to signpost service users to such existing provision.

3.7.3 Concluding comments

Developing the work of FSEs means making judgements about what local people need, what they want and what provision is already available to meet their needs and wants. We did see many examples of activities which had been set up opportunistically, or on the basis of anecdotal evidence or on a trial-and-error basis. Moreover, some of these activities were successful. However, neither schools nor local authorities possess all the information that is necessary to match FSE provision to local needs and wants and the undertaking of more formal audits and consultation exercise is, therefore, eminently sensible. There are, however, considerable difficulties in community consultation particularly, some of which are referred to above. Communities may be divided in their views, or unclear as to what they need and want, or unable to relate their wishes to what is practicable, or sceptical about the

outcomes of yet another consultation. More robust and long-term measures for community involvement are needed and it is to these we turn in the next section.

3.8 Pupil and community ownership and involvement

3.8.1 Pupil ownership and involvement

There were many examples in FSESs of pupils being regarded as more than simply service users. Schools offered a number of rationales for involving pupils in the delivery and planning of FSESs, including youth democracy, skills development and greater ownership of the school. Some headteachers regarded pupil involvement as crucial to the future development of the FSES. A primary headteacher (in LA3), for example, posed the question:

Who are the key people that actively need to drive this? I think it is young people themselves. I passionately believe that...I think we sometimes have the horse and the cart in the wrong order.

A FSES secondary (LA11) had a series of youth engagement strategies. Pupils were involved in the interviewing process for the BEST team and were also actively encouraged to come up with ideas for holiday activities. They were also undertaking community consultation in conjunction with the local Neighbourhood Management Team. In another FSES secondary (LA7), pupils were also involved in community consultation. The Community Manager in school gave this account of the work and the schools' rationale for involving students:

One of the first things I wanted to do was to get some of the young people trained in consultation techniques using Participatory Appraisal...the way we chose students for that was really to get two year reps - years 7 through to 11 - and the idea behind that was that whatever they learnt during the training course, they could actually role out and use as part of the Student Forum as well, or if they wanted to get kids' ideas on anything in school.

The school was about to embark on a joint project with a local comprehensive, involving 8 pupils undertaking consultation on teaching and learning. Also, pupils from the FSES had been approached about the possibility of undertaking consultation in the local community on behalf of the Neighbourhood Renewal Team. The Community Manager at the FSES further explained:

We've just actually been asked this in the last week by the neighbourhood renewal and development worker – whether our team [of pupils]...will work with her team of adults, because her team have been trained in PA [Participatory Appraisal], and what she would like to do is get our students to work with them to assess if Neighbourhood Renewal Strategies have had an impact on the area.

In many FSESs, both primary and secondary, there were student councils or forums through which pupils could put forward their views. In one primary FSES (LA3), for instance, there was an active pupil council and pupils from the council were involved

in the recruitment of a member of school support staff. In one FSES, in particular (LA21), pupil participation was a central dimension of the school's work. A 'student leader' explained that she and other students had been involved in shaping the school vision;

We [the student leaders] are more aware of what's going on in and around school and can feedback ideas.

School staff also discussed the importance of this work. For example, the FSES project director stated:

From the beginning pupils were involved in the planning. This [pupil involvement] is a key part of the programme.

And the FSES centre co-ordinator explained:

Students have been involved in designing the [FSES facility] and they've been consulted and involved in every stage. They have the skills to input into other developments and these are unusual outcomes unique to this.

Another staff member described the need for pupils to become more responsible for their actions and explained that the focus for much of this work was around giving young people greater levels of responsibility and voice. He said:

You ask 'how do you measure the impact of a full service extended school?' For me, it is simple. Children are given more responsibility and then they take more responsibility for their own education.

The assistant headteacher reported that students were 'very autonomous now' and said,:

There has been a big change over the year in terms of students taken on responsibility.

3.8.2 Community ownership and involvement

Involving the community in the management of the FSES was a key aspect of the work in a few FSESs. The headteacher of a primary FSES (in LA5) discussed the importance of this approach:

...it had to be, because of the nature of the community here, owned by the community and its going to have to be led by the community eventually, needs are going to have to be identified and resources are going to have to be evaluated by the people who use them.

A group of parents in this school formed a Community Support Volunteer Group. The FSES co-ordinator outlined the proposed outcomes of this work and the roles of the parents involved:

We gave everyone a role description about what the role of community support volunteer involves here which is shaping community provision, monitoring its quality, spreading information and encouraging take up. They come to meetings wanting to be advocates for their communities so that's really impressed people...What we decided at the last meeting is that we are going to have quarterly meetings where community support volunteers come together with stakeholders with specific issues that they want to deal with and annually we'll have a public meeting focusing on accountability. More importantly the community support volunteers have decided to have a coffee afternoon once a week with the specific purpose of building community and offering information about the project. They will make publicity and information available and one session a month will become a formalised discussion of what the project is offering and what people want and what people want to change. The stakeholders have offered to come to these meetings if the parents want them to...We are really excited that parents are mobilizing themselves and we have talked to them about funding and if funding is pulled from the school, say in five years time, the dream is that parents are strong enough themselves and that they've had training on how to head up a project like this and can take it on. That's where it is going.

The headteacher also explained:

If you work with the families and take a holistic approach to children's educational needs and families needs and everything else that when they leave you its going to be sustained as the parents are going to be able to take that on.

In another FSES (LA3), a parents group was formed three years ago by parents who were accessing Sure Start provision. When children started primary school, the parents wanted to become actively involved in the school. They now attended FSES steering group meetings and were soon to have a base in the FSES. One of the parents explained:

Attending the meetings gives us the opportunity to have a say about what we want in the community such as activities for teenagers.

The headteacher at the FSES also explained that one aspect of the FSES strategy was to set up a similar group in the four other FSESs in the authority. He discussed the value of this work:

The idea is that each school in the extended full service school project sets up a community focus group. It is an opportunity for public and voluntary agencies and community members to steer the meeting and have their say and identify ways to deliver support...The focus group will be useful when the Children's Centres are up and running as local people need to have a say in how they are managed.

Other schools had plans to involve the community once the FSES provision was better established. It was frequently the case that schools wanted to ensure the

infrastructure was in place before involving the wider community in driving developments forward. Schools also recognised the importance of developing the skills and confidence of community members before encouraging their involvement in the management of FSES provision. Where this strand had not yet been developed, schools were aware of the need to do so. The deputy headteacher of one such school (LA17) explained:

The idea to bring community members on [board] is a weakness in the strategy and one we need to be attentive to.

3.8.2 Concluding comments

Thoroughgoing strategies for pupil and community involvement in decision making were the exception rather than the rule in the schools we visited, though many had plans for developments in this area. This is understandable given the recent establishment of these FSESs and the other tasks they had to undertake. However, there are some dangers in creating what are supposedly major community resources without proper community involvement. These dangers are compounded when the resource in question is a school which has traditionally worked with only a section of the community – i.e. children – and when this section is by definition not well-placed to understand a wider range of community issues. At worst, this could lead to a rather paternalistic approach in which the school believes it knows what is best for the community and defines community needs in terms of what the school itself needs in order to enhance children's achievements. This is not the situation we observed in the schools we visited and there was a high level of awareness of this danger in some cases. However, the issue of community involvement is clearly one which needs to be monitored.

3.9 *Baseline data and measuring outcomes*

3.9.1 Baseline data

Projects usually wished to have a positive impact on one or more aspects of the situations they faced before launching their FSES initiative – in terms, for instance, of parental engagement, pupil confidence, adult health and so on. However, often they had not collected any data on this initial state of affairs and without such a baseline, they found it difficult to monitor progress and evaluate outcomes. A strategic manager in LA3 argued that measuring success proved difficult as:

...lots of the measures that government wants are on targets where there isn't any baseline data.

Elsewhere (LA4), a FSES manager for life-long learning acknowledged the importance of base line assessment (for instance on adult attainment) but identified the difficulty trying to access this information:

To measure it you need to have a baseline. But if the first thing you do when somebody walks through the door is then 'what do you think about yourself and how many 'O' levels have you got', then actually you

frighten them off, you're not going to keep them...that is the biggest issue in my head. How we get the baseline, without frightening people off.

And:

This is what our groups out there are telling us. People have been frightened off. Whenever there's been an initiative, the first thing they want to do is take a test, tell you about your life, ask questions, what's it got to do with them what I did at school and that. So we know, that that is what's turning people off in the past and the first challenge that they've given us, is to not do that to them.

Accessing baseline data such as crime and health statistics from other agencies was also raised as an issue. Schools did not routinely have (and arguably had not hitherto needed) access to such data and systems were only now beginning to develop which might give them such access.

3.9.2 Measuring outcomes

Given the complex interactions of the various initiatives in which FSESs were typically involved, respondents were also concerned about the problem of attributing outcomes to FSES provision alone. For example, a LEA officer in LA15 argued that:

It is very difficult to evaluate things that are solely the result of DfES BIP funding because of the depth of activity the school is involved in. I think that the outcomes we are looking for are long term ones, things to do with pupil attendance, pupil behaviour, closer involvement of the parents in school, supporting the workforce and those sorts of things.

A deputy headteacher of another school (LA19) offered a similar argument, using the example of study support sessions for pupils:

How I prove that an extra programme of voluntary study support has had an impact, I don't know. Improvement may just be the incremental improvement of the school. A very difficult thing to do, to know how to measure the impact.

There were also concerns raised about the need to demonstrate success and evidence outcomes when many of these outcomes would not be measurable for several years. A headteacher in a secondary FSES (LA17) made these points:

Being as optimistic as possible I can't see any impact until 2006. How can I judge any impact until 2006? So we are going to be at the end of the programme by then and how can we evaluate in that time really. Only at that stage will I be able to reflect'.

And:

The extended school will take time and also, how can you attribute impact to the extended school? We can't prove it. We change the school day and

see a reduction of conflict in the afternoon but that could be down to lots of things such as individual teacher support, particular modules. There are so many variables. Sometimes it is easy to show that you have hit a target so long as you don't have to explain how...but it really does work but we don't know how it's worked. It's going to be hard to choose which programmes to continue.

Many projects were recording progress by collecting anecdotal evidence relating to particular incidents and cases and statistical evidence relating to larger populations. However, there were also cases where they had not made this a priority. For example, the headteacher of one such school (LA13) explained:

What I haven't done though is I haven't really considered how I am going to measure my success...I suppose anecdotally if you were to ask me where are you on this, I can probably talk about it and can probably say where we are but I haven't actually recorded anything so I wouldn't be able to do it.

LAs also raised concerns about the difficulty of attributing outcomes to initiatives, especially as many of the educational initiatives have similar objectives and are targeted at the same groups of pupils. As a LA officer (LA22) commented:

The issue is going to be around the number of variables here, isn't it?...We have that across the city as a whole...Is it EiC that's producing the result? If it is, which strands are the most effective? And you just can't actually disentangle them to get a clear bite on it and I don't think anybody will be able to do that with extended school either, not in terms of hard data anyway.

3.9.3 Concluding comments

The issue of monitoring and identifying outcomes relates to some extent to the issues of auditing, consultation and involvement. All are essentially to do with the evidence-base which FSEs can call upon to direct their actions. There is no doubt that many FSEs were working hard to learn about their communities and about the impacts of their actions. Some FSEs were collecting a range of data in terms of participation rates and questionnaire for participants in their activities, perhaps in response to the accountability demands of other funding bodies and initiatives. However, there is also a sense that many were having to rely heavily on the evidence that was most immediately to hand – that is, their experiences of working with pupils in the school, of meeting parents, of listening to other agencies and community organisations, and of gauging responses to the activities they placed on offer. These are indeed important sources of evidence, but they may also be partial and misleading. We will, therefore, return to the issue of monitoring outcomes in later chapters of this report.

3.10 Concluding comments

A wide range of factors was reported as facilitating or inhibiting the development of FSEs. These factors are summarised in table 3.1 at the end of this chapter and may prove a useful checklist for those managing FSE and extended schools initiatives.

In general terms, this review of problems and possibilities in full service extended schools sustains the optimistic picture which emerged from our description of activity in the previous chapter. There are indeed problems for FSESs and their partners, but schools and LAs generally seem to have some good strategies for tackling these and they are commonly outweighed by the opportunities which this new way of working opens up.

The potential of the FSES initiative is clear. It offers a ways for schools, LAs and central government to develop powerful strategies for addressing socio-economic disadvantage, particularly – though not exclusively – in its educational manifestations. Schools and LAs appear for the most part to be working hard to grasp this opportunity and there is a genuine sense of excitement about what is possible. New leadership structures are emerging, inter-agency and inter-organisational partnerships are developing and there are early attempts at genuine pupil and community involvement.

On the other hand, there are some dangers to which the initiative is subject. Schools do not yet all have robust mechanisms for community consultation and involvement, or for monitoring outcomes. There are stresses and strains on headteachers, school governors and professionals from other agencies and they do not all feel properly understood or supported. They also perceive some unresolved tensions in national policy, not least in terms of the relationship between a focused standards agenda and a wider community agenda and in terms of the threats to the sustainability of the initiative. These tensions are reflected in some ambiguities in schools' own work around their commitment to a holistic or a focused approach to children, families and communities. Above all, these are early days for the initiative and our sample is drawn from the schools whose work was furthest advanced. We do not yet know, even in these more 'advantaged' schools, whether the impact that schools envisage will actually accrue from, for example, their different ways of engaging with other agencies, of managing their FSES, of restructuring the workforce, and of integrating other initiatives. There is, therefore, cause for optimism, but not complacency in this picture.

We shall return to the question of outcomes in particular in later chapters of the report. In the next chapter, however, we shall see how far the overall picture is reflected in the provision of childcare.

Table 3.1: Facilitating and inhibiting factors

Sub Section(s)	Facilitating factors	Inhibiting factors
Multi-agency working	<ul style="list-style-type: none"> • Network meetings, developing links with and securing support from senior strategic managers and then workers on the ground, establishing solid foundations • Dedicated time to develop with partners a sense of trust and a shared vision • Government policies which help facilitate multi-agency collaboration • Importance of FSES co-ordinator's role • Taking a small steps approach • Sharing values and vision. 	<ul style="list-style-type: none"> • Fears from other agencies that FSES is going to duplicate community provision or put them out of business • Lack of interest from other agencies • Inflexible structures in some organisations including lack of strategic management • Restructuring of one agency leading to delays in agreements and staff supply; • Different priorities from the different agencies and partners; limited capacity; • Inadequate space for multi-agency delivery • Inappropriate arrangements for confidentiality
Management and Governance	<ul style="list-style-type: none"> • Coherent strategic planning at all levels • Multi-agency management/steering groups • Establishing service level agreements • Opportunities for information sharing, tracking and common assessment; distributed leadership • Establishing new working patterns/management structures that aim to break from 'silo-style' management practices • Leadership structures at LA level extending beyond education; clustering schools in different ways • Careful role management by key staff to make workload manageable and supported • LA support in areas such as legal and accounting issues 	<ul style="list-style-type: none"> • Limited capacity • Time involved in developing links and employing staff • FSESs had underestimated the time required to get to the point of delivery and/or to secure the support of partners • Some uncertainty about the additional responsibilities given to governors • Lack of support from LAs in terms of strategy, advice, and management structures

Sub Section(s)	Facilitating factors	Inhibiting factors
Workforce issues	<ul style="list-style-type: none"> • Quality and commitment of staff • Co-ordinators role • Attitudes and vision of headteachers • Workforce restructuring • CPD • Giving time to develop working partnership agreements and to evolve effective role • Sharing values and vision • Consultation with teaching staff over role 	<ul style="list-style-type: none"> • Recruitment of staff to short term posts • Shortage of available personnel • Lack of role management (i.e. unmanageable demands on time) • Lack of clarity in relationship with external agencies • Reduced promotion prospects • Lack of training • High workload of headteachers and FSES co-ordinators • Lack of teacher involvement in FSES and/or stress of teacher involvement in FSES
Sustainability	<ul style="list-style-type: none"> • Multi-agency links • Embedding the FSES vision in school (with all staff) • Effective co-ordination of funding and initiatives 	<ul style="list-style-type: none"> • Fears around sustainability can hamper progress and therefore in itself can be an inhibiting factor.
Funding	<ul style="list-style-type: none"> • Flexible funding between services • Joining up initiatives • Training volunteers • Networking to share funding solutions • Working across services to bid for funds 	<ul style="list-style-type: none"> • Short term funding and financial insecurity • Funding came in before the groundwork was done and this was frustrating for some FSESs and LAs • LA's model for redistributing funding • Difficulty accessing additional funding due to geographical constraints • The time and effort required to identify and bid for funding and be accountable

Sub Section(s)	Facilitating factors	Inhibiting factors
Strategic developments	<ul style="list-style-type: none"> • Embedding FSES with other initiatives (bringing additional resources e.g. mentor support through EiC, further opportunities for strategic planning and management and multi-agency collaboration) • Involvement in DfES pathfinder project • More cohesion and opportunities to join up initiatives • The development of common objectives 	<ul style="list-style-type: none"> • Confusion from headteachers and others about the distinction between FSES and ES (and the terminology used) and the distinction between these and some other initiatives e.g. Sure Start Children's Centres • Inability to engage with regeneration when formal and coherent structures are not in place
Government Policy and Support	<ul style="list-style-type: none"> • LEA and/or LA support • Support from The Extended Schools Support Service • DfES documentation/guidance; national and regional conferences 	<ul style="list-style-type: none"> • Lack of joined up policy at national level • Lack of LA support
Pupil & Community ownership and involvement	<ul style="list-style-type: none"> • Adopting a non-deficit view of the community • Developing strategies for pupil and community involvement 	<ul style="list-style-type: none"> • Difficulties engaging parents as a result of poor experiences of education in the past • Geographical boundaries • Lack of commitment of some schools to pupils and community engagement • Lack of interest in some sections of the community • Difficulties in defining 'community'
Baseline Data and measuring outcomes	<ul style="list-style-type: none"> • Collecting baseline data from the outset • Developing systems for monitoring and assessment from the outset 	<ul style="list-style-type: none"> • Difficulty acquiring baseline data and absence of this data • Measuring success when outcomes are difficult to disentangle and longer term outcomes will not be apparent for some time

Sub Section(s)	Facilitating factors	Inhibiting factors
Consultation & Audits	<ul style="list-style-type: none"> • Giving time • Networking to give direction to consultation • Developing consultation as a process not a one-off activity 	<ul style="list-style-type: none"> • Failing to consult at the outset • Failure to continue to consult (thinking that one-off consultations are sufficient)

4. Childcare

4.1 Provision – What childcare is being provided by full service extended schools?

The FSES initiative had been a major catalyst for all the schools visited in the development of their childcare provision. Childcare in this context encompasses out of school hours provision (before school clubs, breakfast clubs, after school clubs and activities), holiday childcare and all kinds of pre-school care. Pre-school care refers in this chapter to nursery education at Foundation stage, to nursery education integrated with childcare for 3 and 4 year olds and to childcare for younger children. Where projects were clear in their distinction about these different kinds of childcare this clarity appears in the text.

In practice, however, childcare is a new venture for many schools, particularly on the sort of scale which was beginning to emerge in and around FSESs. In practice, therefore, our respondents tended to describe different forms of childcare under the same label where they saw them as serving similar purposes. We have followed their practice in organising this chapter. Accordingly, we consider in the same section the out of school hours (OOSH) provisions that include study support, and various kinds of after-school clubs, whether or not they happen after school hours, in the school term, or in the holidays. Breakfast provision is given a separate section as schools seemed to regard this as a discrete area. For the same reason, the discussion of crèche facilities is considered in a separate section from other pre-school childcare, particularly since it was a form of provision offered by many schools even when the other forms of childcare were not provided. In the following discussion all forms of childcare can be regarded as provided on-site unless stated otherwise. SureStart refers to local SureStart programmes (rather than the current definition of early years services as a whole) as this was how they were defined and regarded at the time the research was conducted.

The FSES initiative and associated funding enabled some schools with a history of childcare provision to consolidate, to alter buildings in order to accommodate an area of provision not feasible before, or to augment an already existing area of childcare. Out of school hours (OOSH) activities were more common in terms both of pre-existing provision and in terms of FSES developments, but there were also some notable pre-school childcare developments. All schools were aiming to extend the time coverage of provision, most aiming for 8am-6pm and many were already able to offer such a service for at least some pupils. Most had breakfast clubs open at 8 or before, and had after-school clubs that ended at 5.30 or 6.

Schools started from different bases of existing provision and developed these in very different ways. As a result, there was no single model of provision. The ensuing sections of this chapter show in general terms the level of existing provision and some themes in how these have been developed in FSES projects. The mixture of childcare provision in the FSES very much depended on what were seen as the needs in the local situation and the school's overall rationale for developing full service provision

4.1.1 Out of school hours provision

Provision for children that happened out of school hours (in terms of activities of various kinds before or after school and in the holiday periods) had often pre-dated extended school developments and was also the area where market research by schools had revealed most demand. Only in the case of a minority of schools (two secondary schools) had after-school sessions started as a direct result of the FSES strategy, and in these cases they were being offered to a limited range of pupils.

Across the 22 schools surveyed the scale of activity varied considerably and a range of local factors impacted on what was on offer:

- In some schools more than 50 children and young people were catered for in a range of different activities, whereas in other schools there was a small group of less than 10 pupils.
- At least 6 FSESs made use of private and voluntary agency providers in addition to their own provision, and teachers were involved in the delivery of a large number of activities. A primary FSES project offered its own after-school club targeted at specific pupils and also had a private provider on site which currently made provision for six 4-11 year olds.
- Almost all FSES projects were able to offer some kind of provision that began before the start of the school day (earlier than, say, 8.45am) and that ended beyond the school day. However, there were continuing access issues as the start and finish times of activities varied considerably between schools, and some of the activities after school were not open to all pupils.
- There were some issues relating to provision for older children for several FSESs. One FSES reported that the older the child, the less they wanted something on school site, and finding appropriate activities was not always easy. Some schools were therefore providing activities in specific areas (i.e. sports or the arts) which would appeal to the older age group. Schools were also thinking about how to 'package' and name such activities to be appealing to the older age group.
- Most schools did not extend the use of OOSH activities to children and young people from other schools, but one or two were able to do this due to the paucity of provision offered by those schools.
- There were problems for one school in catering fully for demand as a result of difficulties accessing enough minibuses to transport children to the FSES OOSH provision.
- A small number of schools offered pre-school clubs in addition to their breakfast club provision.
- At least half of the 22 FSES projects surveyed offered holiday activities and this area, like that of after school activities, was one of continuing development. However, few schools offered 6am-8pm provision during the holidays, with most holiday clubs open for a restricted part of the day. In common with other OOSH provisions, there were many examples of private and voluntary agency provision during holiday time. Schools had a varying range of formal agreements with such providers. One FSES served a very large catchment area so was looking to provide holiday activities in the different localities rather from the school site. A special school was still looking at what kind of provision was needed and how it could offer places for children with significant disabilities and those without.

4.1.2 Pre-school childcare

The development of provision for pre-school children was a very new departure for many secondary FSESs and this area was not a priority for most. Whilst four of the six primary FSES projects had existing nursery class or nursery school provision for three year olds and above, the development of provision for younger children was also a new venture for most primary schools. There was little evidence of any extensive partnership working with the private sector. Almost all nursery provision at Foundation stage was provided during normal school hours, therefore not for the extended hours 6am –8pm as a means of meeting the needs of working parents

Across the 22 FSES partnerships, the following pre-school provisions were in place or planned:

- Nine of the 22 partnerships (five of the six primary partnerships and four of the 16 secondary schools) were offering some kind of pre-school provision, and in six of these the provision was on-site.
- There was only one example of the involvement of a private pre-school provider. Neither was there widespread evidence of plans to attract such providers. However, there were several examples of partnerships with existing stand-alone nursery schools, charities and voluntary agencies
- Sure Start Children's Centres were being developed on site or very nearby in the case of six of the FSES projects. They were expected to contribute significantly to pre-school childcare provision by offering provision where there was none, or by offering places in an age range that could not be catered for at present, or by increasing the number of places available. One of the six Sure Start Children's Centres was already opened, after a development time of two years, and others were planned.
- Eight of the FSES partnerships were currently offering no pre-school provision – but three of these aimed to co-ordinate provision around feeder primaries, and two were relying on the development of nearby Sure Start Children's Centres.
- There was one example of a primary school with an existing nursery school at Foundation stage that had decided to extend the hours to meet the needs of working parents.

There was considerable variation in demand for pre-school childcare. In the case of four secondary FSESs, three of them in London, there was reported to be no additional local demand for pre-school Nursery education or pre-school childcare. Most felt there to be enough existing providers in the locality. However, despite such a perception, one secondary FSES had encouraged a private provider to set up a nursery with the long-term aim of creating demand – by encouraging parents into training courses through access to crèche facilities. In other projects the situation was very different. A London primary school had used the FSES project as a way to extend the school day for nursery class children, and there had been a very large take-up. The newly opened Children's Centre located very near to one of the secondary FSESs now housed a longstanding LEA nursery, currently offering 35 pre-school places, but with a waiting list of 250. It was running a group for some of those on the waiting list at a nearby community centre. One FSES project involved a co-ordinated

approach to childcare with a planned children's centre aiming to link with the existing nursery provision.

4.1.3 Crèche facilities

In most of the 22 FSES projects surveyed, there were limited but developing crèche facilities for parents who wished to attend training courses on the school site. In the case of only two projects were crèche facilities well developed and fairly extensive. Both involved primary schools for whom adult education and training were priorities in terms of achieving desired outcomes for their FSES. Whilst many of the FSESs were providing courses for adults and valued such provision, for others family and adult learning was not central to their rationale. Therefore the provision of crèche facilities was rather ad hoc. Such ad hoc crèche facilities were available in seven FSES projects. Some schools hoped that newly developed or planned nurseries would be able to offer crèche facilities. This was being assured (for 10 places at any one time) in the case of one LA nursery that had been integrated with Sure Start and was located in a newly open Children's Centre very near to the secondary FSES. Another school called on a mobile crèche when required.

4.1.4 Breakfast provision

Some kind of breakfast provision was found in almost all the 22 FSES projects, but once again what this comprised varied considerably. A few of the 22 ran breakfast provision as clubs with activities and viewed them as having a social and educational role. Most, however, saw them as a way to provide nutritional sustenance as a means of increasing the child's attention to learning in the school day.

The scale of attendance varied considerably:

- The lack of take-up led one secondary FSES to close its breakfast provision.
- 10 families accessed a breakfast club in a primary FSES.
- Other FSESs reported numbers ranging from 100 to 250 children in a five secondary FSES projects.

One FSES had additional breakfast provision at an on-site community centre, and another accessed a nearby nursery. For most secondary FSESs, attendance at the breakfast club was on the basis of open access, but for primary FSES projects children were registered to attend. In the case of secondary FSES projects, breakfast provision was more often taken up by the younger children. In the case of a primary school FSES project the breakfast club was only attended by children targeted by the two participating schools as in some way in need. For some schools, breakfast provision seemed to be valued primarily as childcare, but for most it was seen as a way to make sure children were fed (and therefore ready to learn) before starting the school day.

For many schools, breakfast provision seemed to run well and be important in terms of facilitating school attendance and (it was assumed) having a positive effect on concentration. Some FSESs, particularly where breakfast facilities were run as clubs, saw them as integrated with their whole provision and FSES staff were cognisant of the role played by them in generating social and learning outcomes.

4.1.5 Integrated provision

In general terms, OOSH activities seemed more central to FSES development than did other childcare provisions. For some projects, the different elements of childcare were not integrated with each other, but were treated as separate developments. Schools did not seem to be thinking of the different forms of childcare as an integrated package of childcare for working parents. Instead, they seemed to consider each form of childcare separately for different purposes and perhaps even aimed at different populations of children. However, the provision of breakfast, crèche availability and pre-school childcare all played a significant role in the full service school rationale for others. Whilst no distinct models could be identified, an example from a particular LA can give a flavour of the ways the different aspects of childcare were conceptualised as fitting together within the overall rationale of the FSES.

Exhibit 4.1: Childcare provision

In this secondary school (LA11), the different childcare elements were seen as central to a rationale centred on pupil inclusion and learning, and targeting vulnerable young people in particular. Support for parents and the community to raise the profile of the school and change community views about learning were seen as complementary to the core business of the school in raising its pupils achievements. Extending OOSH provision was seen as a priority, but pre-school provision had also been given a good deal of attention in order to support family and community learning:

A range of new activities and schemes will be launched for pupils including the Prince's Trust XL club, a youth club and more OOSH provision (for pupils) including horse riding, graffiti art, kick boxing and street dance. There will also be a childminding course which will link with the crèche facility. New provision for parents and community members includes diet and nutrition classes (for parents/the community) and a crèche will be established and registered for under 8s and for disabled children. (FSES and BEST co-ordinator)

The school now has a newly opened private nursery operating 8am-6pm from part of the modified premises of the Lifelong Learning Centre. Since October 2004 it has been able to provide up to 24 places for 0-5s, 11 of them filled by December 2004. There is little local demand for places and most are taken by families from outside the area. However, the school will be able to buy crèche places at the nursery to support adult learning courses. The FSES leaders also hope that in time places will be taken by members of the community, thereby making the secondary school a more familiar and accessible place.

4.2 Funding and sustainability

DfES funding for the FSES initiative had been spent on a range of activities, including consultation and market research, subsidising places, appointing a childcare link worker or childcare co-ordinator, making building alterations, buying minibuss equipment and developing crèche facilities. Most schools had had access to further funds to support developments in childcare, particularly from Sure Start. At least two of the FSES co-ordinators did not know how the childcare funding had been spent, or thought it had not yet been spent. In both cases a strategic approach to childcare was being taken, and funding would support developments when required.

Even where the childcare developments were relatively small-scale and well researched, with good evidence of high demand, there was concern about funding issues. For example, one school planned for Sure Start to underwrite any potential loss during the first year that nursery class times were extended from school hours to 8-6. OOSH activities and breakfast club provision appeared to be relatively well embedded and reasonably sustainable. However, childcare provision aimed at pre-school children was often newly in place, or yet to happen, and there seemed, in the first year of the FSES funding, to be many questions about how sustainability was going to be achieved without relying on a variety of external funding sources. For several schools, particularly those waiting for Sure Start Children's Centres to be built, sustainability was unimaginable without continued external support from grants.

Some schools seemed confident that they could tackle the sustainability issue and they had a variety of strategies in place. Almost all schools charged for all childcare activities and in many there continued to be a good deal of work in finding the correct fee structure for either break-even or income-generation. For others the balance was between sustainability and a need to charge a fee that parents and young people could afford. Several schools had variable charges depending on circumstances, or offered a number of free places. One school had feared the effect on take-up of pre-school provision from raising fees, but thought that, as a result of staff spending time explaining the need for such a raise, parents had been encouraged to stay with the provision. One school had taken a policy decision not to charge for any after-school or breakfast club provision and needed, therefore, to find ways to subsidise all childcare activities. In another school, a similar approach led to no charging for holiday activities and a charge only for food for the breakfast club to cover costs rather than to try to generate income. One school had hoped after-school clubs would be an income source, but had found this not possible. Another school cited the use of parent volunteer helpers as central to sustainability. The FSES co-ordinator in a secondary school thought that by engaging a private provider, sustainability was less of an issue, but saw publicising the nursery to increase take-up of places (currently 11 of a potential 24) as part of her role.

Several FSES projects had received a variety of forms of support in developing their childcare provisions - including help in considering funding and sustainability - from organisations such as ContinYou, MakeSpace and 4Children. For some schools, the involvement of these organisations was seen as enhancing the quality of their provision and likely also to assist in sustainability. In one FSES project the local authority planned to roll together three years of such funding and combine it with other sources of finance from Children's Fund, Sure Start, NOF, NRF and so on, in order to support a wider strategic approach to childcare across the city. In many FSES schools funding was being combined in similar ways as the different strategies were being co-ordinated, particularly funds from Children Centre start-up funding, Sure Start and FSES.

We could find no evidence of threats from FSES provision to existing childcare provision although it must be stated that our evidence came only from FSES personnel and not from private providers. Either FSESs did not make particular kinds of provision - particularly for pre-schoolers - because there were already enough providers, or there was thought to be enough demand to develop further provision. The considerable efforts needed in setting up any form of childcare meant it was

unlikely schools would go to this trouble without there being a good indication of sufficient demand.

4.3 Community consultation

Although all FSESs reported the importance of good market research, it was not clear to what extent the community had been involved in the development of the various childcare provisions. However, several schools had involved pupils through strategies which varied from a questionnaire about times and activities to a fully-fledged 'children's committee' in one primary school. There seemed to be far more evidence of consultations with pupils about OOSH activities than about any other area of childcare. However, even here there was considerable variation, with some schools consulting about as many aspects of OOSH provision as possible, whilst others offered no evidence of consultation. One or two schools had consulted directly with the community over pre-school childcare provision, but most had relied on the views of LA personnel involved in the overall childcare strategy regarding demand rather than themselves talking to their community.

4.4 Local childcare strategy, management and networks

Almost all FSES representatives interviewed thought the provision of different forms of childcare meshed very well with both the FSES strategy and local early years strategies. Links with the LA early years strategy meant that a great deal of support and advice was provided to schools, particularly those setting up pre-school childcare. Some schools were in direct contact with Early Years Development and Childcare Partnership (EYDCP) and others were in touch with LEA representatives on these partnerships. Some schools made use of local childcare audits in planning services, others carried out their own research. It also meant schools knew whether pre-school care was needed in a particular locality. Where there had been few childcare developments in the FSES projects, there was evidence of problems in partnership working, and this was particularly the case with two of the 22 FSES projects. Difficulties for these FSESs in integrating pre-school childcare plans either with the overall early years strategy or with local Sure Start providers led to problems in finding appropriate premises. Other FSES projects were well integrated with such strategies, and this was reflected in a range of existing and emerging childcare provisions.

In several cases, dedicated teams had been put together to manage the childcare provisions. In one primary FSES project, childcare was being developed through monthly meetings of a committee involving the nursery manager, the deputy head, two governors, two parents, the out of school development officer. There were also examples of schools with dedicated childcare co-ordinators (e.g. LA5 and LA17).

There were organised forms of childcare networks evolving in six of the 22 FSES projects. In two there was an 'Out of School' network, concerned with all aspects of childcare for all ages and open to all staff at any level. This had regular meetings looking at topics such as Ofsted, behaviour, legislation, and the issue of charging. In three FSESs there was a separate network meeting for childminders managed through Sure Start. One FSES had set up an information board with contact details of registered childminders in order to improve access to childminding. All our

respondents reported that networking was of the utmost importance in developing and maintaining effective provision, and the network meetings played an important role in this. Networks also played an important role in assisting in sustainability, by helping to share knowledge of fee structures, problem-solving issues in staffing, and passing on information about grant sources.

4.5 FSES strategy links – and evidence of outcomes

Childcare was seen as central to the FSES agenda. It was seen to ‘give everyone a boost up’ by shifting expectations in relation to school and the neighbourhood. One of the major benefits was seen as arising from the integration of childcare with other forms of support for parents. In particular, childcare was seen as enabling parents to access other services, jobs and training and to extend their working day. The expectation was that the positive impact this would have on parents would filter through to their children, who were or would become the pupils of the school:

The Children’s Centre and the childcare that it will offer might be a way out of the poverty trap for some families as if children are getting good quality childcare then they can access work. (FSES Headteacher, LA6)

Childcare was the missing link. It enables parents to work and a crèche is offered so parents can take up training. There is also additional support for young mothers...This should happen on every school site...Without it people could miss out on job opportunities. (Childcare manager, LA3)

All of the young mums came here as volunteers and we gave them access to the NVQ course. They could train here as volunteers and now they have qualified we have appointed them to work here [in the childcare provision]...These workers offer top quality childcare and there are opportunities for some of them to become team leaders...The young mums who work here have a changed attitude and don’t want to go back to their former ways of life. (Childcare manager, LA3)

In some schools the benefits for children and young people and parents were seen as inter-related. The key perceived benefits were child safety, the provision of meaningful activities for children and young people after school time and enabling parents to do other things. One school felt that childcare was a source of anxiety for parents, particularly of older children. They wanted a form of childcare that would be safe and enjoyable as their children grew older. Another school had considerable problems in terms of the low achievements of its pupils in an area of considerable disadvantage. Getting children fed before school, providing them with socially enhancing activities after school, and providing their parents with courses to remove social isolation and develop skills were all intertwined and all involved different forms of childcare provision. Another FSES looked at success in terms of outcomes – jobs created, income generated, parents returning to work, and numbers attending courses. There were many examples of the provision of childcare being seen as a means of assisting adults to attend courses.

Schools were starting to see a range of benefits from each childcare activity. Breakfast clubs were no longer - for several schools - simply a way to feed children before school:

Childcare activities have become part of school life and integrate with each other. For example, there is an annual talent show run by 6th Formers – trained at one of the after school clubs and given a screening at the breakfast club. (FSES co-ordinator, LA21)

For one secondary FSES, pre-school provision enhanced its extended activities in several ways:

It is difficult to be an extended school as a secondary school - much easier in primary. By having early years back on school site [it's] an encouragement to get parents back. With parent support you can do so much with the children, for the core business of the school. The nursery offers another way to get parents to come into the school. [It's] much harder for a secondary school to get parents to feel comfortable about school – children arrive and leave without parents bringing them. Nursery means they will come to school and it will become a more familiar place. (FSES co-ordinator, LA11)

For another secondary FSES, a single initiative was seen to produce benefits in a number of different ways that were very much pertinent to the particular local context:

[There is a] NVQ taster course in family learning aimed at young mothers. Twelve people are doing this. This ties in with local nurseries for placements and links with the [LA] strategy. There is a shortage of childminders and it is hoped such courses will create a supply of childminders. The NVQ impacts in so many areas – skills, greater provision of child carers, more support for nurseries in students on placement etc.. NVQ is delivered at the Centre for Prosperity and Well-being. (FSES co-ordinator, LA21)

The ways childcare might impact on pupils was complex and multi-dimensional. In one more detailed investigation we undertook (LA7), it was clear that the breakfast club and the OOSH activities we observed were meeting a range of different pupil needs for safety, care and purposeful activity. However, it was less clear from the responses of interviewees that this necessarily enhanced learning in lessons directly. The breakfast club was open to all pupils and was used by those involved in before-school football training and dance club in addition to those simply taking breakfast and socialising before school. Attendees reported the benefits of attendance as:

Having something to do in the mornings instead of sitting round your house waiting to go to school.

[A chance] to meet up with friends.

All my friends come and we just dance and it's really good.

Pupils reported feeling fitter due to the activities they engaged in at breakfast club and reported eating a healthy breakfast, which, according to some, they would not normally have. There were also some reports of pupils having more energy at the start of the school day. However, contrary to usual expectations of the effects of breakfast clubs, some others reported being still too involved in the happenings at the club to concentrate on the first lesson of the day.

The OOSH activities in both of the FSE secondary schools in this local authority included after-school healthy eating and nutrition clubs that had been set up for different targeted groups of pupils. One was targeted at children who are at risk of becoming obese, and two additional clubs had been established, one as part of the intergenerational work (students in these groups cooked with and for elderly members of the community who live in local sheltered accommodation), and the other for students who have an interest in cookery and nutrition as a subject area. A PCT worker was involved in these clubs, as was the BEST manager and mentors. Pupils were given the opportunity to prepare and cook nutritionally sound dishes. The BEST manager reported that pupils involved in the healthy eating project enjoyed attending the sessions, got the opportunity to taste foods they had not previously tried and experienced a sense of achievement when they completed a dish. She commented:

Pupils say they were proud of their own results [the finished dish], said, 'Look, I've done that. I've been good enough to do that'.

Interviews with pupils suggested they enjoyed the clubs, had been able to develop teamwork skills, enjoyed having something to do after school. The activities gave them something to look forward to at school, had helped improve attendance, and were influencing home nutrition:

I do cook at home, I cook a lot at home now.

Once we'd made something we used to take it home and wrap it up in tin foil or put it in a bowl or a container, something to keep it fresh so no germs would get into it and we'd take it home but before we took it home they used to give us the recipes.

I went shopping with my mum the other day 'cos I wanted to get the things to make these pizzas that we made the other week. You get a stottie and you put beans, sweet corn and all different things to put on top of them. It's nice!

We told her [mum] about it and she's eating more foreign dishes now. More Italian foods and things like that.

I've really, really enjoyed it and I really, really would want to go back and do cookery all over again 'cos I enjoyed it. I really did. It was great and we've been asked to go to the elderly people's home to do cookery there and if we could go it would be really, really good.

You just sort of looked at what you did and think 'Wow, I cooked that!'

Yeah, I used to say I wasn't feeling well or I couldn't be bothered to do the work but now I just won't stay off at all...I mean I never used to come to school. If someone says to me now, 'We'll go here, we'll go there,' I'll just say 'No you can but I'm not'. I used to be the sort of person who used to want to be off all the time but now I'm just not a person who will want to stay off. I just want to come to school. Because I know you need to stick at it at school to get good grades.

4.6 Overcoming barriers

For all these benefits, the development of childcare generated considerable demands on schools. Even though childcare provisions enabled other developments to happen, several schools spoke of childcare distracting them from their core role of enhancing pupil learning. This was particularly the case where early years provision was concerned. In one secondary school, the FSES co-ordinator felt it was too much to expect of her both to run after-school clubs and to set up pre-school childcare.

Many schools reported that their lack of expertise in business management, health and safety, and quality assurance in childcare made the development of pre-school childcare facilities a particular problem. The need to take on additional Ofsted demands for pre-school care was a further major worry for most. Having an outside provider, especially one that was trusted and shared aims and values, was an immense advantage for some schools. It meant a lot of work and responsibility was on someone else's shoulders. However, some local authorities felt the use of a private provider led to a lack of control over provision, which was therefore harder to link with other FSES needs. In all cases, school governors were reported to have been supportive of the childcare developments happening in school and FSES co-ordinators spoke of the importance of this support. However, school governors themselves were not interviewed directly about this area.

In more than one FSES project, co-ordination difficulties between partners had prevented the development of childcare. In two LEAs it was reported that Sure Start had not been interested in working with the FSES and this had prevented developments taking place. In many others, working relationships with the many different partners in LA pre-school initiatives had facilitated FSES early years developments. Early years development managers in LAs had, in many cases, offered invaluable advice both about what kinds of demand and needs there were in the FSES area and about how to go about making pre-school childcare available.

Space was an issue for about a quarter of the FSESs contacted. In several schools further pre-school provision was wanted but there was no space at all within the existing school buildings, or existing space did not meet Ofsted standards. This problem was being solved in other schools by building alterations, the use of portacabins, a search for other provisions nearby with which to develop partnerships (such as a community centre next to the school), or the development of rooms in an on-site life-long learning centre. Demands on space meant that different extended school activities might be competing for the same limited room capacity. In one FSES project there was an existing private provider on-site that would cease to have premises in the FSES building once the Children's Centre was developed.

Other problems encountered included recruiting governors, staffing pre-school care provisions from the local community, lack of experience in all the issues of set-up and running and the need for a person to co-ordinate and manage provision. One FSES mentioned benefit fraud – money for childcare going to parents not the provider. Some problems were very localised, such as access to enough minibuses to hire from 3-6pm as so many were needed at the same time by after-school clubs.

The FSES projects surveyed made a number of clear recommendations to other schools thinking of developing their childcare provision. The key advice was:

- Bear in mind the importance of preparation, groundwork, making contacts, seeking advice, and market research about demand. This groundwork ensures that services are not being duplicated, and looks at the ways to fit in with existing services.
- Involve everyone who could give advice and support, particularly those involved in the LA childcare strategy. One school felt it important to include everyone in the planning, including form tutors, council reps, premises manager, school catering staff governors, young people and surrounding schools.
- Start slowly. Difficulties in staffing, for instance, might have to be tackled long-term through the provision of courses for local community members which gave childcare qualifications. For all problems one FSES emphasised the need to the developments step-by-step. What seems impossible one year might not be impossible the next.

4.7 Concluding comments

All forms of childcare were seen as important to the overall rationale of most FSES projects. For some they were central and developments were both strategic and planned with a number of partners. For others, they took the form of small but still important augmentations of existing provision or a single new development.

As with the FSES strategy overall, the potential for significant benefits to children, families and communities was considerable and there was some evidence that these benefits were being realised. This required a strategic approach, the development of partnerships and a high level of support from the local authority and others in the childcare field. Even so, embarking on childcare provision created some stresses for schools and might not always be met with enthusiasm either by local families or by potential partners. Moreover, despite the obvious benefits for children, there are hints that the assumption that these benefits will necessarily carry over into the classroom might not hold good. There is no hard evidence of such a carry-over and we had the occasional suggestion that expected classroom benefits would not always be realised – though, of course, our evidence is based on the perceptions of providers and users rather than on a sustained exploration of outcomes data. Again, as with the overall strategy, understanding community needs and wishes was important and this in turn took effort to engage in adequate preparatory work. Moreover, sustainability was once again an issue.

The overall impression, therefore, is that the provision of childcare is a potentially beneficial but not always straightforward business. There is nothing in these findings

to suggest that schools should be reluctant to become involved, provided they are clear what they hope to achieve, have secured adequate support and are prepared to work at their provision over time. Under other conditions, however, the development of childcare provision might be more problematic. Moreover, there is little to suggest that secondary FSESs have, in general, any strong motivation to develop pre-school childcare provisions beyond crèche facilities to support adult learning.

5 Outcomes from full service extended schools

Full service extended schools are intended to produce positive outcomes for three groups: school pupils, their families and the communities where they live. Many FSES projects were committed to some kind of data collection. All subscribed in principle to the need to measure outcomes and many had some kind of data collection in progress. At this stage in their development, however, there are some problems in identifying outcomes. For the most part, schools and their partners were having to invest considerable energy in this first year in setting up their full service activities, even if they already had a basis of extended working from which to develop. It was unreasonable, therefore, to expect that they would be able to report significant outcomes with any confidence. As a result, our work in schools and local authorities focused more on plans and implementation processes than on identifying outcomes at this early stage. Nonetheless, as previous chapters have begun to suggest, it was possible in many cases to identify some immediate outcomes which indicated the way in which benefits might begin to materialise in future. This chapter is concerned with reporting some of those outcomes. We turn first to issues in outcomes, an area already touched upon in section 3.9.

5.1 Issues in assessing outcomes

For the most part, schools and their partners had already given considerable thought to the sorts of outcomes they expected to generate and the ways in which they could assess these outcomes. However, this issue was by no means straightforward. Not only was the full service extended schools initiative new, but it was embedded in the Behaviour Improvement Programme (BIP). Indeed, in some places, as we have seen, respondents made no distinction between BIP and the full service initiative. Moreover, these initiatives were themselves interwoven with a whole range of other initiatives (such as Excellence in Cities and Neighbourhood Renewal) which were in turn part of a longer-standing thrust towards school improvement and area regeneration. As one LA officer (in LA15) put it:

[Name of school] has only been operating as a full service extended school since September and it is very difficult to evaluate things that are solely the result of DfES BIP funding because of the depth of activity the school is involved in. I think that the outcomes we are looking for are long term ones, things to do with pupil attendance, pupil behaviour, closer involvement of the parents in school, supporting the workforce and those sorts of things.

The issue of time scale was raised by other respondents. The following comments are typical:

I think what we need is a very robust view that we are not going to put attainment data up to be shot down within a short period of time when this is clearly a long route through to attainment. (Headteacher, LA20)

Being as optimistic as possible, I can't see any outcome until 2006...The extended school will take time and also, how are you going to attribute impact to the extended school? We can't prove it. (Headteacher, LA17)

These are, as everyone knows, really deep-seated endemic problems which we are trying to tackle and it's not going to be sorted out in a couple of years is it? (LA officer, LA9)

This is very much long term. We hope to see impact in seven years' time. Now that's a difficult one as everyone who gives money from a government body wants instant answers...Our SATs results are going to be worse this year than last due to a particular cohort...but the children want to be here. They value education and the parent respect what the school is doing. If we hadn't started now then standards would have gone down. We need this provision. (Headteacher, LA6)

Comments such as these suggest that the reluctance of schools to identify short-term outcomes did not stem from an unwillingness to monitor and evaluate. Rather, there was a sense that the full service extended schools project was a long-term one, aimed at tackling deep-seated problems and generating its outcomes in years to come through a step-by-step process. Moreover, schools were aware of difficulties in measuring the sorts of outcomes which they were aiming to generate. Partly, this was because they were trying to produce change in the affective domain:

It's hard to measure somebody's development of their self-esteem (Nursery school headteacher, LA4)

Partly, it was because they understood the difficulties of measuring outcomes in complex situations:

We can relatively easily add up the number of people that came to it [a coffee morning] but what the impact of that was in terms of additional support given to those families and what, if any, outcome it had in terms of enabling them to get better access to the services – that is very difficult. (Local authority extended schools development manager, LA16)

Partly, too, it was because they were reluctant to impose inappropriate measures on community members rather than engage in a more protracted dialogue about what was worth measuring:

This is what our groups out there are telling us. People have been frightened off. Whenever there's been an initiative, the first thing they want to do is take a test, tell you about their life, ask questions, what's it got to do with them what I did at school and that? So we know that that is what's turning people off in the past and the first challenge they've given us is not to do that to them. (Lifelong learning manager, LA4)

It's going to be a dialogue. It's going to have to be more than just paper questionnaires. (School-based FSES co-ordinator, LA18)

We've got tons and tons of data on monitoring achievement for young people...but I think it's not just the achievement of young people and BIP outcomes but it's also trying to agree with the local community a wider range of community outcomes, which we haven't really gone down that line in any particular way. (Local authority Access and Inclusion officer, LA10)

Clearly, if this reluctance and inability to monitor outcomes persists into the future, it poses a threat to the effectiveness of schools' work. However, at this early stage, it seems to indicate a sensitivity not only to the difficulties of evaluation, but also to the need to think in terms of long-term change in domains where good measures are not readily available and, moreover, to think in terms of engaging in dialogue with the intended beneficiaries of full service extended provision. It seems to us that these signs are encouraging rather than otherwise.

5.2 Outcomes for children and young people

Given these difficulties and sensitivities, the evidence on outcomes from full service extended provision is, at this point in the evaluation, necessarily patchy and anecdotal. It is certainly not possible to claim at this early stage that the initiative is effective *overall* or that particular schools have been able to make *fundamental* differences to children, families and communities. Nonetheless, in nearly every case, schools and/or their partners were able to produce evidence – however anecdotal – that they were indeed having some positive effects. Again, this evidence is encouraging rather than otherwise in terms of the long-term outcomes of the initiative as a whole.

In terms of school pupils, some of the outcomes that were reported related directly to raising attainments. For instance, one school monitored the effects of its family literacy course carefully:

Part of the way we run courses is to do before and after assessments of children and the impact on children is amazing. There are examples of children in reception who, at the beginning of the 10 weeks could only draw or scribble but now they know letter sounds. (Headteacher, LA9)

In most cases, however, changes in levels of attainment were part of a more general change in school ethos – relationships, attitudes and social behaviours – and resulted from a range of developments (including the Behaviour Improvement Programme) of which full service extended provision was just a part. In some cases, moreover, the full service extended schools initiative built on existing extended activities which had had time to begin generating outcomes. One primary school, for instance, reported improvements in its national assessment performance in the following terms:

We had particularly good SATs results. We exceeded targets in all core areas. If it was asked what aspects of extended schools contributed I would definitely say BIP and mentor support. Whether it is about more families accessing services I don't know. Extended schooling has raised levels of self-esteem and levels of attendance are up. Disruption is down and there is good attendance at the clubs before and after school and trips which widen the pupils' experiences. National assessments rely so much

on children having a general knowledge of the seaside and countryside, things that many children take for granted, and the more we offer these the more knowledge and experience we give. (Headteacher, LA6)

A secondary school was able to report in very similar terms:

We've moved away from a school with high exclusion rate and a very poor attendance rate to a school where exclusions have fallen considerably and attendance has risen to the highest level it has ever been before and I think we are starting to see the benefits of intervention as we've been able to put in much earlier intervention and be more proactive. Over the last two and a half years we've put a lot into developing the programme and we are starting to see the results of that now in the academic achievement of students. We've just had our latest Maths SAT results and they are the best we've ever had and we are hoping that the GCSE results will be better this year than the last few years and I think we had to go down to come back up again as we are a school that has stood still for a long time and we needed to do things differently if we were going to get the results. (Headteacher, LA7)

In other cases, there was evidence of changes in behaviours, attitudes and relationships which seemed likely to feed through into attainment but had not yet done so. For instance, one school reported the outcomes of its breakfast club in the following terms:

It does help them get in on time...It's a nice gentle way for them to start the school day. They can socialize and talk informally with children and teachers. It's a less intimidating environment and we feel they can open up [with teachers] if they have a problem and they feel they can discuss it. Also we get interaction between pupils in different years...Teachers have said pupils are ready to work and are in on time. I can think specifically about one lad who was in at 9.45 every day and now he's in at 8am. They want to come [to breakfast club] and they don't want to hang around on the streets. (Out-of-school-hours co-ordinator, primary school, LA3)

Another was more cautious in the claims it made for its extended provision, based on its routine contact with pupils:

Attitudes to learning have changed but whether that will impact on results is a bigger question. They have a more positive attitude. They are turning up at school and they are wanting to be at the [out-of-school-hours] clubs. They are leading wider lives than before. There is an opening up of minds...Bullying in the playgrounds is less as pupils are more positively employed in clubs. (Primary school headteacher, LA6)

In some cases, school actions were aimed at building pupils' personal capacities in the expectation that this would have positive outcomes both in and out of learning situations. In one school where pupils were encouraged to take a high level of responsibility in terms of decision-making and problem-resolution, for instance, they spoke enthusiastically about these effects:

We have developed our skills such as how to speak in front of an audience and feel confident and comfortable and we do work around conflict resolution and I've learned how to listen to people and come to conclusions. (LA21)

It helps you become a better learner. (LA21)

In another school with a similar approach, pupils seem to have learned a good deal from interacting with local politicians about community issues:

They are really enthusiastic. When they met with local councillors they did great. They certainly held their own and talked openly with the councillors about facilities in the area. One student mentioned lack of telephone boxes and another raised issues around street lighting and they [the ward councillors] are going to do something about it. They also discussed recycling and the bike stands...there is a lot of citizenship involved and lots of team work. It enables them to see that they are being heard and can make a difference and that people are listening to them. (Senior manager, secondary school, LA7)

Some schools were able to cite particular cases where the sorts of resources they were now able to marshal enabled them to intervene positively with children who previously would have been difficult to maintain in school. In one school, for instance:

One particular boy was constantly in trouble. He had low level, ongoing issues of behaviour and was being sent home at lunch times but this was aggravating the situation rather than helping. So we sent him to breakfast club and it transpired that as the youngest in the family he was getting himself up and wasn't always getting in on time or thinking about breakfast. He is attending now and eating. CAMHS are involved through the school nurse and children's forum. Mum has reported that he is better behaved at home and he is definitely better in school and because he is being praised every day and people are showing interest, this is helping his self esteem. I've also got a list of activities that mother is interested in and I'll ask [the full service extended school co-ordinator] to accompany her to these clubs so she does not feel intimidated. (Behaviour Improvement co-ordinator, LA6)

What is particularly interesting about this example is the way in which the Behaviour Improvement Programme appears to be interacting positively with the full service extended schools initiative, while in-school interventions are interacting with family interventions. Elsewhere, the LA6 project conducted its own interviews with parents of young people participating in a secondary school's 'alternative curriculum' provision. These parents were able to report changes in behaviour at home:

My son has taken a great interest in [the new provision]. He talks about this with a lot of interest and feels at ease with all around him.

My son has improved a lot since starting [the new provision]. His behaviour is much better at home, before he did not want to go to school and there would be terrible rows.

He really enjoys [the new provision] and has always got polite things to say about it.

My daughter has gained a bit more confidence and thoroughly enjoyed the experience.

5.3 Outcomes for families and communities

It is clear from the evidence cited above that the effects of extended activities might be felt at school, in the home and in the wider community. Not surprisingly, therefore, some schools reported that the way they were perceived by the communities they served was changing:

There is a nice atmosphere in school and I know the community feels as if the school is changing. We've had lots of positive comments from them and also from other outside agencies... (School-based full service extended school co-ordinator, LA11)

Or again:

[The FSES] has really improved the relationship between the school and the community. Lots of tensions have begun to disappear. (Headteacher, LA21)

In some cases, changes in attitude brought benefits to the school:

We would say that our support for parents' evening has gone up by about 10% this year and we think that's a factor of getting parents into the school building. (Headteacher, LA1)

In other cases, schools encouraged interactions between pupils and community members which brought benefits to both, as in this case:

When students gave the community members a visit of the school they visited the IT suite. Three of them later phoned up to sign up to do the course. One of them was antagonistic towards us in the past but because they had been involved in meeting with the young people they had a fairly rapid change of perception. It's quite powerful. (School staff member, LA21)

Similarly, a group of pupils working with older residents themselves reported how both their own attitudes changed and those of the residents. Stereotypes were broken down in both cases and, for the pupils, this might feed directly into learning. All quotes are from school pupils in LA7:

[Name of the youth issues officer] really trusted us and at first we were shy to speak with her but we now speak openly with her...So we built up bonds with the police and with the elderly who had thought all young people were badly behaved. They said, 'You are not what we expected, you are more polite'. One of the ladies gave me a book about the war and I passed another of the [elderly] people in the street and we both said 'Hi'.

When we went back to class and started studying World War 2. We already knew lots about it, what they had to face and the jobs they had to do.

We showed them how to surf the net and it helped us learn first hand what it was like. I met a lady who made bullets. They told us things they may have not told anyone before and we've been able to record what they said and if you start reading their stories you can't stop, you have to keep on reading.

In some FSEs, efforts were targeted on providing support to parents living in difficult circumstances. The evidence suggested that these efforts had positive impact on both parents and children. This example is taken from a school which hosted a multi-agency family support team:

...with one family, the single mum had a history of drugs and she used to prostitute and concerns were raised. [The social worker] went [to the home] to do some investigatory work. The children didn't have a bed, never mind a bedtime or structure...[The social worker] was this close to having the children removed. This woman got lots of support from [the social worker]. This woman now attends courses at the school. She dresses like she values herself and is ready to learn. Her children are ready for school now and they have a proper bed. How do you measure that? It's absolutely brilliant. (Headteacher, LA5)

The link made here between supporting adults through their difficulties, enabling them to re-engage with learning and enabling them to offer support to their own children's learning is a recurrent one. In the following examples, parents who had been involved in voluntary work had spoken on a local radio station about the effect on them

Parents spoke to [name of DJ] on the radio about learning and what a difference it makes. They talked about what they have learnt and that they now have a group of friends...and about their raised confidence levels...and that their children are being really encouraged that their parents now have their own homework. Their aspirations have changed. They want a good job and something better for their children...there was one lady who has three children and she said she did not do any work when she was at school but now she has been given a chance again. She is doing her GCSEs and has the confidence to do them...She is going to do GCSE Maths and English. (Headteacher, LA5)

The full service extended school co-ordinator also reported that, on the radio, one of the parents said:

I would do anything for this school.

The theme of developing adults' confidence through extended activities and transferring this confidence into higher aspirations and a willingness to learn was also a recurrent one:

I think it's brilliant parents are able to come in and speak with other parents...It has given me a boost and helped my confidence and it is good to be listened to and see things are starting to change. I'm now highly motivated. (Parent participating in a parents' support group, LA3)

One young lady came to join the craft group. She had poor health and depression. She did really well in the craft group and began to help others so this was a boost to her self-esteem. She decided to become a volunteer helper and now she is employed here. She has done all the IT training and her confidence has grown incredibly. (Project manager, primary school community facility, LA3)

It is clear that, in some cases at least, schools were able to generate a sort of 'escalator effect' in which adults received support in respect of the difficulties they were experiencing, grew in confidence as a result of this support, felt able to participate in learning opportunities and, ultimately, were able to access employment:

Connexions referred a young lady to the extended school and she's completed courses and is now helping in the crèche. This is a perfect example of how this can work...We have some really good success stories...Another example is of a lady who has done three courses and then volunteers at [the extended school] and now she works in [the extended school] as an admin assistant...We've had a couple of dozen who've had new work or promotion from getting the qualification. Employers are looking for that qualification. (Programme manager, community education facility, LA3)

5.4 Some reflections on outcomes

It is important not to over-estimate the significance of the outcomes reported in this section. The evidence remains patchy and anecdotal. Even if the evidence on outcomes was robust, there is no way at the moment of quantifying the numbers of people involved, estimating wider effects on the community or guaranteeing that positive outcomes will continue to be generated in the long term. Moreover, there is no way of knowing whether many of the children, young people and adults benefiting from extended activities might not eventually have thrived even without those activities. At least one respondent raised the possibility that only people who were already reasonably well motivated and resourced were likely to access what the FSES had on offer. Whilst some of the evidence cited above would seem to contradict this pessimistic view, it does beg the question of who was *not* taking advantage of activities and services.

Nonetheless, the evidence we have is important in two respects. First, it indicates that the sorts of activities and provision supported by full service extended schools can have important outcomes for at least some individuals and groups. These outcomes relate to social and learning gains for both adults and children. Second, the evidence seems to suggest that these activities and provisions might be intervening in more fundamental processes which could, in principle at least, bring about more far-reaching changes in the life-chances of these individuals and groups.

These processes seem to be common to both school pupils and adults. The accounts we were offered by many respondents suggested that there is a set of complex interactions between the disadvantageous circumstances in which children and adults live, their personal capacities, their self-esteem and their ability to engage with learning. For the adults immediately, and for children and young people in the longer term, this results in more limited life chances which in turn reinforce the disadvantageous circumstances under which they live. In at least some cases, full service extended schools are able to offer personal support, create a positive ethos, raise self-esteem and re-engage people with learning. This may in itself make people more employable and more willing to seek employment – and in some cases the school itself is able to offer a ladder into the labour market. Significantly, there is some evidence that stimulating this more positive set of processes for adults has positive effects on their children, and vice versa.

This, of course is not all that full service extended schools do, nor, more importantly, do we have evidence that every such school does this and does it systematically. Nonetheless, there are, to put it no more strongly, interesting indications here as to how schools working in this way might hope to impact on what the LEA officer quoted earlier called, “really deep-seated endemic problems”. Effectively, therefore, what we have here is a ‘theory of change’ setting out how relatively small-scale actions can have long-term and more fundamental effects. As we worked with the case study schools in particular, it became clear that they were all able to articulate more-or-less explicitly some variant of this theory of change. We will return to this aspect of our work in a later chapter.

6. Cost-Benefit Analysis

6.1 Evaluation, cost-effectiveness and cost-benefit analysis

A major part of this evaluation of full service extended schools is concerned primarily with effectiveness – that is, the way in which new and existing resources are used to improve educational outcomes. The techniques of the theory of change employed in this evaluation provide a methodology to explore the precise way in which schools expect to obtain particular outcomes from their use of these resources. Although the theory of change is an important new tool in such an evaluation, it is an example of the long-standing evaluation of the *effectiveness* of an educational intervention. To be sure, concepts of *effectiveness* have usually been applied to the whole school in an established setting but the basic question is the same: what activities or mix of resources results in the best educational outcomes?

This is an important issue both for schools, wanting to know how best to serve their students, and for policy makers, wanting to develop a strategic approach to improving schools. However, there is another question, following on from this, which is also of importance to both schools and policy makers. Given that the outcome of the intervention is an improvement in educational outcomes, is it worth using the resources in this way or would some other use be better?

From the point of view of the school with a fixed budget, the issue of the optimal type of intervention is relevant. So the question for the school is: how can we use a given level of resources to achieve the best set of educational outcomes? This question is one of cost-effectiveness.

From the point of view of policy makers with competing claims on the resources of the whole country, the question is: how many of the nation's resources should be allocated to a particular type of intervention? In this case, if they are not used for educational purposes, the resources could be used for health, transport, environmental improvements or even for private-sector investment or consumption. In other words, are the benefits of this intervention greater than the costs? This question is the subject of cost-benefit analysis. HM Treasury has, for some time now, required major public investments to be subject to cost-benefit analysis. It seems appropriate, therefore, that our evaluation of the effectiveness of FSESs should be complemented by cost-benefit analysis.

6.2 Principles of Cost-Benefit Analysis¹

6.2.1 Rationale for Cost-Benefit Analysis

Cost-benefit analysis (CBA) provides a set of tools derived from economic theory in order to assist in the decision about whether to undertake an investment in the public sector. These tools help provide an answer to the question: do the social benefits of this investment exceed its social costs over its entire life?

¹ For more detailed analysis, readers should consult HM Treasury (2003) and Sugden and Williams (1978)

Although the tools are derived from economic theory, CBA takes into account a wider set of costs and benefits than is normally considered “economic”. In principle, it takes into account all outcomes that affect individuals’ well-being – and, therefore, the welfare of society as a whole. For example, CBAs of transport projects try to take into account the value of increased leisure or of the cost of damaging an environmental resource. CBAs of health investments attempt to take into account increased mobility or decreased pain for patients. The challenge for CBA is to find methods by which the decision-maker can systematically take into account all such outcomes.²

The overall objective for CBA then is to ensure that society’s scarce resources are used in such a way that they lead to the maximum possible social welfare by maximising net social benefits (social benefits minus social costs). It is important to recognise that CBA provides a useful tool for decision-makers but it does not make the decisions for them. Moreover, it does not prevent their referring to other frames of reference to inform their decisions. In particular, it does not override any responsibilities that society has accepted with respect to the rights and entitlements of vulnerable groups – although it will inform decisions about how those rights and entitlements are best implemented.

6.2.2 Identification and quantification of costs and benefits

In many cases, this is the most difficult part of the cost-benefit analysis. Social costs and benefits are the sum of all negative and positive outcomes on all members of the society.³ While it is often relatively easy to identify inputs or outcomes that have monetary flows attached – for example, the cost of additional teachers – it is less easy to identify non-monetary inputs or outcomes – for example, less fear of crime because of reduced vandalism. It is, therefore, important to take some care in trying to identify all relevant costs and benefits.

This point may be of particular importance in the case of FSESs because it is likely that the costs of intervention will be relatively easy to identify (and to value) while in many cases the expected benefits are less tangible. It is also worth emphasising that the objective is to identify all direct effects on individuals’ welfare and to aggregate these effects across all individuals in the society. While this point may seem obvious, difficulties in identifying the precise nature of some costs/benefits may result in double counting.

For example, some schools have identified increased employment among parents as a benefit and the earnings of such parents is a benefit to themselves (because they have higher incomes) and to the country as a whole because of the additional output being produced. However, this additional employment may take the household out of the

² In principle, social values such as inclusion and fairness could be considered as benefits of a particular approach and values placed on them accordingly. In practice, however, such a procedure is rarely feasible and CBA usually addresses these issues – if at all – by introducing them as additional factors to be taken into account in the investment decision.

³ The *Green Book* advises departments that the individuals to be included consist of all UK residents, although substantial costs and benefits to non-residents should be noted in case they might affect the decision.

benefits system and it is sometimes tempting to include these reduced payments as a benefit of the intervention. However, such a calculation would involve counting the employment benefits twice. The benefit payments are not a real cost to the economy; they are simply a transfer from one group (taxpayers) to another group (beneficiaries). They do not reflect a loss of goods and services from the economy as a whole; merely a transfer of such goods and services.⁴ Although the financial flow is interesting from the point of view of the national budget, it should not be included in the cost-benefit analysis.

The general point here is that the CBA should focus on the identification and quantification of all *real* effects flowing from the intervention. It should ignore financial flows except where they reflect an underlying use or creation of real resources or effect on individuals' well-being. In fact, as we will see, a focus on financial flows is likely in most cases to underestimate the benefits from educational interventions.

6.2.3 Evaluation of cost and benefits

When they are identified and quantified, the costs and benefits will usually be very diverse. In the case of FSESs, interviews with the schools in year 1 have identified items such as:

Benefits

- improved academic standards;
- decreased vandalism in the neighbourhood;
- increased employment by parents;
- decreased teenage pregnancy;
- decreased teenage crime;
- decreased need for social services intervention;
- decrease in drug/alcohol/cigarette abuse;
- improvements in sexual health.

Costs

- capital costs such as improvements to buildings;
- additional staff, usually various types of support staff such as a nurse;
- inputs from the community, especially by parents.

While this is not an exhaustive list (and costs and benefits would need to be defined more precisely in order to undertake a CBA), it does demonstrate that the decision about the value of the intervention is almost impossible without some method of aggregating and comparing costs and benefits. The power of CBA is that it uses monetary measures to do so.

⁴ This argument assumes that individuals' labour market behaviour is not affected by the benefits system. While such an assumption may be dubious in some cases, it may be ignored in this case, because no change in the benefits system is envisaged as a result of the FSES initiative.

The *Green Book* (HM Treasury, 2003) advises departments to value costs and benefits at market prices where that is feasible. However, it recognises that this general advice needs to be adapted to the particular case. There are two common problems with this simple rule.

Market prices may be distorted by taxes and subsidies

In fact, almost all market prices are distorted in this way. It is important, therefore, to use the price that reflects most closely the social value. In the case of labour, for example, the *Green Book* advises that labour should be measured at the full wage paid by the employer⁵, including all taxes and national insurance contributions, since this reflects the value of output produced by that worker. Such an approach takes into account the impact of the intervention on all members of society, not just those who are affected directly. That is, we are attempting to measure social, rather than private, costs and benefits. There may, in fact, be cases where market prices do not provide a guide to social values and CBA should take this into account.

Market prices may not exist

Although reduced teenage crime is a benefit to society, it is not directly traded on commercial markets. Therefore, we need to identify some proxy for this benefit that is traded. This might be achieved by valuing the reduced cost of responding to crime in terms of police and prison costs, for example.⁶ While this methodology is well-developed, care must be taken in implementing it. These procedures provide many opportunities for double-counting.

In addition, there may well be some cases where the link is so tenuous that the analyst does not judge the estimate to be helpful. In such cases, it is sometimes better not to place a monetary value on the cost/benefit and simply add it as an item to be taken into account. Some help may be given to the decision-maker by identifying the value of the item that would need to be imputed to it in order to change the decision.⁷

6.2.4 Discounting and the discount rate

All investments involve costs and benefits over a number of years. Most people view an amount of money received next year as worth less than the same amount received this year⁸, either because they prefer to consume now rather than waiting until later

⁵ Although we will recommend that any CBA carried out on FSESs should follow the advice in the *Green Book* in order to ensure consistency across departments, this advice provides only an approximation to the “true” social value, which is a weighted average of the gross wage (measuring the value of output) and the net wage (measuring the value of time to the individual in on-wage activities). See Sugden and Williams (1978), chapter 8, for further discussion.

⁶ See Coles *et al* (2002) and Godfrey *et al* (2002) for a more detailed discussion.

⁷ In the case of a benefit, this would imply identifying the lowest value that would make the intervention worthwhile. Of course, if the CBA showed the intervention to be worthwhile without including the value of such a benefit, then it would not be necessary to estimate such an imputed value.

⁸ Most people would be unwilling to lend money unless they expected to receive interest on it.

(time preference) or because they have alternative investment possibilities that would yield a return (productivity of capital). Therefore, to simply aggregate the values of all costs and benefits without taking into account when they were incurred or received would overstate the social value of costs and benefits in future years.

For these reasons, it is usual to calculate the net present value (NPV) of the investment as follows:

$$NPV = \sum_{t=0}^n (B_t - C_t) / (1+r_t)^t$$

where: B_t is the value of benefits received in year t ;

C_t is the value of costs incurred in year t ;

r_t is the social discount rate; and

n is the length of life of the investment.

Discounting future costs and benefits in this way ensures that costs/benefits incurred/received further into the future are valued less than those incurred/received at an earlier period. The social rate of discount is calculated such that it reflects both the social time preference rate and the social productivity of capital. The *Green Book* recommends that a social discount rate of 3.5% should be used for costs and benefits received in the first 35 years of the investment while a rate of 3% should be used for the next 35 years.

This recommendation is a change from the advice given in an earlier edition of the *Green Book* for a discount rate of 6%. That higher discount rate included an element allowing for the uncertainty and risk of investments. The current advice is that such uncertainty and risk should be taken into account in different ways.

6.2.5 Risk and uncertainty

There is a traditional distinction between risk and uncertainty in which risk refers to an uncertain situation to which one can allocate probabilities while uncertainty refers to a situation in which those probabilities are unknown. Although this distinction does not bear too close scrutiny and it is now widely accepted that the difference is one of degree rather than of kind, it does prove to be rather useful in the case of cost-benefit analysis. There are some situations where probabilities can be allocated – for example, when drug trials show that a given proportion of patients will benefit from the treatment – and these probabilities may be used to calculate the expected value of the benefit or cost.⁹

⁹ If 70% of patients are expected to obtain a benefit on which society places a value of £1 and the remaining 30% are unaffected, the expected social benefit per patient is 70p.

However, if there is insufficient information to calculate such probabilities, then the resulting uncertainty will need to be taken into account by a sensitivity analysis by testing the extent to which the NPV of the investment varies with different assumptions about the value of the uncertain cost/benefit.

Both risk and uncertainty are likely to be inherent in a CBA of FSES especially with respect to the assessment of the outcomes.

6.2.6 Uses in similar areas of public decisions

CBA has a long history of use in the analysis of investment decisions in education and health.

Walker and Zhu (2001) is just one recent example of numerous CBAs of investments in education that confirm that education is generally a worthwhile investment for both the individual obtaining the education and for society as a whole. This literature also has policy implications since it has consistently shown that in the UK private rates of return to higher education are higher than the social rate of return, implying that most of the returns to higher education accrue to individuals receiving the education. This finding is the basis of the recent trend in policy to allocate more of the costs of higher education to the individuals receiving it.

Although CBAs of investments in various levels of education have a long history¹⁰, attempts to apply CBA to particular types of intervention are relatively new. A major difficulty in undertaking such a CBA is identifying and measuring the outcomes.¹¹ This evaluation has provided an opportunity to value effectiveness bearing in mind the data needs for CBA.

6.3 Costs and benefits of full service extended schools

6.3.1 What inputs and outcomes should be included?

Many of the interviewees emphasise that the FSES is part of an integrated package of all initiatives in which the school is involved and that all activities contribute to the outcomes. This implies that all additional resources (that is, in addition to those purchased by the standard school funding allocation) used by the school should be counted as costs and all positive outcomes should be counted as benefits. Such an approach has a number of advantages:

- It is not necessary to try to disentangle the effects of various activities and identify the added value of each one individually.
- Similarly, it is not necessary to try to ascertain exactly what each pot of funding has been used for.

¹⁰ See Blaug (1965) for the earliest CBA of education in the UK.

¹¹ See Papps and Dyson (2004) for examples of this difficulty in the case of early educational interventions for children with SEN.

- Potential double-counting is avoided. For example, if activities are analysed separately, it would be all too easy to attribute decreased vandalism to both BIP and FSES.
- Perhaps most important, it takes seriously the stated philosophy of FSES.

Therefore, in this first attempt at CBA, we will be examining the broad effects of all initiatives in which the school is involved.

As broad themes began to emerge from the initial interviews, work was started on the design of the CBA. A matrix was developed to guide the collection of information on the nature and scale of costs and benefits in the phase 1 schools.

6.3.2 Costs

The initial interviews made it clear that the costs of the resources used in undertaking the various FSE activities can be classified into three broad categories:

- those financed by additional funds controlled by the school or the LA. These funds may be obtained from the grants obtained from the FSES Initiative but may also be obtained from other sources such as other DfES funding or the European Social Fund (ESF), for example;
- those financed by partners such as a nurse financed by the PCT; and
- those provided on a voluntary basis such as parents' or teachers' time.

1. Activities financed by additional funds controlled by school/LA

The interviews for this evaluation identified a number of ways in which such additional funding was spent. Schools used such funds to undertake capital expenditure such as the conversion of a garage into a community centre or the purchase of a mini-bus for school or community use. Funds were also used to finance recurrent costs such as the secondment of the FSES coordinator and additional utilities costs. Although schools were able to identify specifically how the FSES funding had been used, most schools were clear about the integrated nature of the approach they were following. "ES [extended school] is very closely integrated into the BIP project ... it is not in isolation" is a quote from one school that was fairly typical. In these circumstances, it is impossible to allocate outcomes to a particular piece of funding - hence the decision to treat all additional activities together for the purposes of the CBA. Likewise, it is not, at this stage, possible to determine in detail whether this additional funding facilitates the replacement of resources normally funded from the school's core budget (such as headteacher time) or whether such inputs should be added to those which are additionally funded¹².

Therefore, it may be unnecessary to identify all the separate inputs and place values on them. We could measure this component of the costs of the integrated package quite simply by identifying the additional funding available to the school (and the LA on behalf of the school). This funding provides a good estimate of the costs of the inputs financed by it.

¹² It is hoped that phase 2 of this evaluation will be able to disentangle some of these effects.

2. Activities financed by partners

Multi-agency working is a core feature of FSES. Although the inputs provided by partners (for example, PCT nurse or a police officer) do not impose a cost on the school, the use of such inputs is a cost of the FSES initiative.¹³ The cost of these inputs can be measured at their *pro rata* salary cost.¹⁴

3. Activities funded by voluntary contributions

Many of the schools participating in this evaluation relied on inputs provided free of charge by members of the community, particularly inputs of time by parents. Inputs of time by elderly people were also observed. There is an implicit assumption in discussions of education, that parents have an obligation to be involved in their children's education and should, therefore, give their time freely. Although many parents may be happy to give their time freely, this does not mean that they are not incurring costs by doing so. If they were not involved in the school, they would be working or involved in some leisure activity. They will place some value on that other activity, even though it is clearly lower than the value they place on using their time in the school. Some recognition should be made of this cost.

The *Green Book* recommends that non-working time should be valued at 50% of the real wage. Therefore, parents' additional time inputs can be estimated by the school and the cost of these inputs can be valued using 50% of the average wage of the area.¹⁵

The valuation of pensioners' time is more problematic. While active pensioners are likely to have a number of alternative uses for their time, it is also likely that pensioners involved in FSES activities welcome their involvement to fill their time. It is not easy, in any case, to find an estimate of the value of time for pensioners and we will not attempt to do so in our evaluation.

6.3.3 Benefits

The benefits are the specific outcomes of the activities as discussed in chapter 5. Some of these outcomes – for example, improved standards - will be measurable, in principle, and should be measurable in practice in the medium term. Such measured benefits may be amenable to valuation by, for example, examining the labour market impact of such improvements. Other benefits may not be amenable to valuation and

¹³ The fact that the nurse or the police officer may be doing his/her job more effectively does not reduce the cost. The more effective working arrangements should be reflected in the benefits. The use of the input involves a cost, reflecting the fact that it is no longer being used as before.

¹⁴ The salary cost will be the gross cost including all employers' National Insurance Contributions, pension and other costs.

¹⁵ This could overstate costs, especially in areas of high unemployment. One solution would be to reduce the real wage by multiplying it by the probability of being in employment. However, this could underestimate the costs because it implies that unemployed parents place no value on alternative uses of their time.

some may not be measurable even in the long term. The beneficial outcomes identified by schools fall into three categories:

- improved educational standards;
- other benefits to students that are not reflected in improved standards;
- benefits to other members of the local community.

1. Improved educational standards

The major benefits in the long term are expected to result from the improvement in standards of achievement. Improvements in performance at GCSE or equivalent are known to have labour market effects¹⁶ and will be relatively easy to value.

On the other hand, improvements in standards in primary schools will not be so easy to value because we have currently very little evidence on the links between achievement at Key Stages 1 and 2 and labour market performance.

In addition, many schools have identified improved attendance and reduced exclusions as a result of their activities. We would see these effects as impacts which, in some cases, are likely to result in improved standards and will, therefore, be measured by their likely effect on labour market outcomes.

2. Other benefits to pupils

Many of the schools have a focus on health issues. Again, these activities are likely to have an impact on standards and this impact will be measured. However, they are also likely to result in positive outcomes for the individuals in other areas such as increased life expectancy and/or a reduced probability of disability. Although these outcomes are likely to be important for individuals, we do not currently have sufficient knowledge to measure and value these long-term outcomes.

Similar comments apply to improvements in self-esteem identified as an intermediate outcome by a number of schools. As well as improving academic attainment, increased self-esteem is likely to result in the individual being happier and achieving more successful relationships. Unfortunately, we have no way of valuing such effects.

3. Benefits to other members of the community

Other outcomes, that may be noted more immediately, are reduced crime and vandalism in the local community. We have anecdotal evidence that such outcomes could be important for a number of schools. These outcomes can be measured by the resulting cost savings¹⁷.

¹⁶ See, for example, McIntosh (2002) and Dearden (1999).

¹⁷ This valuation is easy to understand. As one headteacher commented “if the council costed the money for the removal of graffiti and damage then they could give them a leisure card so they could access the swimming pool. They’d save a fortune.”

6.4 A hypothetical example

6.4.1 Focus of the CBA

As seen earlier in this report, there is evidence that the FSES initiative is delivering desirable impacts and anecdotal evidence that these impacts are resulting in the outcomes outlined above. However, it is too early yet to determine the full extent of these outcomes or the proportion that could be attributed to FSE provision. Therefore, it is not appropriate at this stage to undertake a full-blown CBA as part of this evaluation process. Indeed, it was never intended that such a CBA should be undertaken at this point and the objective of this module was to identify both:

- a broad methodology for such evaluations; and
- particular issues that would need to be addressed in phase 2 were a CBA to be undertaken.

In the light of our experience during year 1, we have decided to undertake a stylised CBA based on the circumstances of a hypothetical school. We have assumed that this school is a secondary school because we have existing research evidence on the effects of improved secondary school performance on earnings.¹⁸

6.4.2 Costs in the school

Activities financed by funding controlled by the school

Many of the phase 1 schools have been very successful in accessing funding from a variety of sources (for example, EiC, BEST, AimHigher and so on as well as the FSES initiative) to support full service activities. Our example takes a school attracting the relatively high levels of funding of £300,000 in 2002/3 and £700,000 in 2003/4.

Activities financed by partners

Many of the pilot schools found it more difficult to secure inputs financed by partners. Thus, although we have assumed multi-agency working does exist in the school¹⁹, all staff have been financed by the school's own resources as specified above. Although the nurse financed from the school's resources would be supervised by the PCT, this cost is likely to be small and we have not attempted to estimate it. There is, therefore, no need to estimate the cost of these inputs because they are financed from the schools own resources.

Activities financed by voluntary contributions

¹⁸ In due course, it might be possible to assess the labour market benefits of improvement in primary school performance using data from the National Child Development Survey if it were possible to equate achievement at reading and maths with KS1 results. See, for example, Dearden (1998)

¹⁹ For example, we have assumed a nurse, a social worker, CAMHS and Family Development Workers.

We have not estimated inputs of this type, although there are likely to be additional inputs by teachers and parents which could be included in a fully-developed CBA.

6.4.3 Benefits in the school

The value of improved standards

McIntosh (2002) estimates increased earnings as a result of obtaining 5 GCSE grades A*-C to be between 25% and 30% for both men and women using data from the Labour Force Survey. This premium is based on a comparison between those with this qualification and those without, all other things remaining equal. It is, therefore, the best measure for our purposes since we do not know what the educational path of these young people is likely to be. There is some indication that the premium rises with age and could be lower than 25% for younger workers. We have not attempted to model the changing premium at different ages because there is considerable variation in the pattern for different years. Therefore, we have used a conservative assumption of a premium of 20% at all ages.

We have no direct evidence on the earnings to be expected in the absence of the 5 GCSE Grades A*-C. We have again used a conservative assumption - that workers without these qualifications would earn only the minimum wage throughout their working life. We have assumed that the additional students achieving this qualification would start work immediately on leaving school rather than staying in education. Again this is a conservative assumption because, although it raises benefits in early ages, we know that the rates of return to successive levels of education are positive. Therefore, young people who stayed in education would obtain higher benefits over their working lives.

The value of other benefits to pupils

Most schools identify improved levels of self-esteem among pupils. As indicated above, we have not attempted to value the benefits of increased self-esteem except inasmuch as they are reflected in improved standards. There is also the potential for improvements in health but, again, we have not attempted to take these benefits into account at this stage.

The value of benefits to others

Schools varied in the extent to which they reported outcomes of this type. Most schools are likely to identify decreased neighbourhood crime and vandalism and improved parental employment opportunities. Again we have not included these benefits in the hypothetical estimates.

6.4.4 The net present value of FSE provision

The present value of the costs of FSE schooling in this example has been estimated as a little less than £950,000.

On the assumptions outlined above, the present value of the benefits of one additional student achieving 5 GCSE Grades A*-C have been estimated at a little less than

38,500. Given that we have taken no other benefits into account, Table 6.1 shows the net present value of the investment in FSE for various levels of improved GCSE achievement.

Table 6.1: Effects on Net Present Value of Varying Improvements in Achievement

No. of additional students achieving 5 GCSE Grades A*-C	NPV (£)
1	-£904,879
10	-£558,978
20	-£174,644
24	-£20,910
25	£17,523
30	£209,690

On this basis, the investment in FSE activities in such a school would break even if 25 *additional* students achieved 5 GCSE Grades A*-C.

6.4.5 Interpretation of results

The estimates in the preceding section should be treated with some care.

First, it must be remembered that *we have not undertaken a cost-benefit analysis of a particular school*. The estimates provided are simply an example to demonstrate what would be possible given more time and resources. More detailed work with individual schools would be required before we could obtain estimates of the NPV in which we would have some confidence.

The more detailed work would involve:

- determining with confidence the number of additional students obtaining 5 GCSE Grades A*-C as a result of the investment as opposed to general improvements in standards and/or other initiatives;
- assessing the extent of any benefits accruing to other members of the community;
- reviewing carefully the cost of inputs to ensure that none have been overlooked²⁰; and
- ensuring that all costs borne by partners are included at their full cost.

Second, McIntosh's results are likely to overstate the value of the published results of the school. His analysis treats GCSEs and vocational qualifications separately, with NVQ2 showing a premium of only about 6%-10%. The published results amalgamate the academic and vocational qualifications and treat them as equivalent. A full cost-

²⁰ For example, the costs of LA support have not been included although many schools assessed such a contribution as important.

benefit analysis would need to disaggregate the results in order to obtain a closer estimate of the value of the labour market benefits.

Third, this example has taken an arbitrary baseline of 2002 and has ignored both costs and benefits occurring earlier. With a school that has had a coherent FSE strategy over a longer period, such an assumption would not be valid. A full CBA would need to include these effects. In addition, our analysis has ignored the future. It is highly likely that current work in the school will not only improve standards in this academic year but also for younger students sitting examinations in later years. A full CBA would need to take this into account.

6.5 *Summary and conclusions*

Cost-benefit analysis has a long history in assessing educational investments although it has not generally been used to assess the value of particular initiatives. Our investigation indicates that applying CBA to an initiative such as FSES involves addressing some particular issues concerning the identification of benefits and costs. Although some of these issues present some difficulties, our example shows that it would be possible to identify and value the principal costs of the initiative and to identify and value a number of the benefits.

7. Theories of change in full service extended schools

7.1 The concept of ‘theory of change’

In considering the early outcomes from full service extended schools, we suggested that they implied a ‘theory of change’ which might link the actions of these schools to longer-term and more fundamental effects on children and young people, families and communities. The concept of theory of change is essentially a very simple one: when individuals or organisations take purposeful action, they make certain assumptions about how their actions will work to produce the outcomes they intend. These assumptions about how action and outcome are linked constitute their ‘theory of change’.

In some cases, these theories are very simple because the outcome follows more or less immediately on the action. In other cases, the theories have to be more complex because many intermediate steps are needed to link the two. This is particularly the case where the actions, contexts in which they are set and intended outcomes are multi-dimensional. In the case of the full service extended school initiative, for instance, schools are typically taking multiple actions to generate multiple outcomes in the context of many other initiatives and of actions taken by many other players in the same situation. As some of the schools were aware, this makes it difficult to look for short-term outcomes following immediately from specific outcomes and makes it even more difficult to attribute such outcomes as may eventually emerge to particular actions.

In such contexts, it is important to explore theories of change both prospectively and retrospectively. Prospectively, leaders of initiatives need to be as clear as possible about how their actions will work to generate the outcomes they intend if they are to avoid wasting their efforts on ineffective action. This means that they have to have a good understanding of the situation they face, clarity about the outcomes they wish to generate and a good theory of how particular actions will impact on that situation to generate those outcomes. Retrospectively, leaders need to know whether their original theories have worked out in practice. Have the actions worked in the way that was predicted and are they beginning to generate the intended outcomes? If so, the initiative can be pursued with confidence. If not, it can be modified while time and resource remain.

7.2 Theory of change evaluation

Theory of change evaluations work by making leaders’ theories of change explicit and seeking evidence as to whether the theory is matched by reality (Connell & Kubisch, 1999). In complex situations, they have a number of advantages:

- Where outcomes are expected only in the long term – perhaps after the evaluation is complete - they give early indication as to whether predicted changes are happening and therefore whether the intended outcomes are likely to emerge in due course.

- They are able to trace complex links between action and outcome, so that the problem of attribution is diminished.
- The process of explicating leaders' theories of change can be helpful in planning the initiative with greater clarity. Even before any action is taken, it is possible for leaders to see whether their theories are clear, complete and credible.
- They provide leaders with early feedback as to the effects of their actions, making it possible for those actions to be modified at an early stage and linking the evaluation process closely with the development of the initiative.

Although in this first year, much of our evaluation focused on process issues in establishing full service extended schools and on identifying early outcomes, we also sought to lay the basis for a theory of change evaluation over the coming two years. Specifically, we worked with leaders of our case study schools to identify the three main components of their theories:

- their analyses of the situations they and their schools face in terms both of the challenges confronting the school and their characterisation of the problems and resources in the communities served by the school;
- the sets of outcomes they hoped to generate in terms of the long-term changes in the current situation which they wished to bring about (or to which, at least, they wished to contribute);
- the actions they were taking to generate those outcomes and the intermediate changes they expected those actions to bring about in order to produce the outcomes in the longer term.

This process was an iterative one in which the articulation of the theories was negotiated between school leaders and the research team. The process varied somewhat from school to school, but essentially comprised three stages:

1. an initial characterisation of the school's actions and situation similar to that undertaken for all schools in the full sample;
2. a first articulation of situation, outcomes, actions and the links between them; and
3. a final (for this phase of the evaluation) articulation of the theory of change.

Each of these stages involved face-to-face discussions with school leaders, supplemented as far as possible by discussions with teachers, school partners, parents and students in order to offer alternative perspectives on the theory (in principle they might hold contradictory theories, though in practice this has not yet proved to be the case to any significant extent).

The main task in articulating these theories is one of ensuring clarity and coherence. By and large, school leaders were immediately able to list a series of problems in the situations they faced and to describe in detail the sorts of actions they were taking in respect of these problems. What was more difficult for them was to explain how the problems interacted with each other, to identify any underlying causation or to articulate how, precisely, their actions would work to change this situation. This is not to suggest that these leaders were in any sense insufficiently thoughtful about their work. Rather, as with anyone enmeshed in a given situation, they were preoccupied with the daily demands that flooded in on them and had little opportunity to reflect on their situation in a more considered way.

There is, of course, a great deal more work to do before the theory of change evaluation is complete. At the end of the first year, there is a reasonably clear and coherent articulation of the theory informing each school's work. The next task will be to check this theory out with other stakeholders and to put in place plans for monitoring intermediate changes. The expectation is that, by the end of the evaluation process, it should be possible in every case not only to articulate the theory (and any ways in which, by then, it has changed or has been contested by other stakeholders) but also to present convincing evidence of the sorts of changes that are being brought about by the schools' actions and to predict the sorts of long-term outcomes which are likely to emerge.

Further details of the rationale for and methods of theory of change evaluation are presented in appendix III.

7.3 An example of a theory of change

It may be useful to examine the theory of change informing one project in some detail. The example presented here comes from LA22 (all names are pseudonyms), an industrial town in the Midlands, though any of the other case studies would have served equally well.

The situation

Keith High School serves an area of very high disadvantage characterised by a wide range of socio-economic and educational problems. When the current head took over, only 6% of young people achieved A*-C grades at GCSE and around 20% left without any qualifications. There were issues in the area around poverty (over 70% of school students were entitled to free school meals), health (male life expectancy was just 51 years), poor housing, debt, domestic violence, teenage pregnancy, prostitution and drugs. Not only was unemployment in the area high, but some 90% of people in employment were women, with men unwilling or unable to take on such job opportunities as were available. The ward served by the school was in the 1% of most disadvantaged wards in the country. As the head put it:

Lack of entitlement just stood out like a sore thumb across the community.

Not surprisingly, the area was not seen as desirable, with the result that residents often felt they had little stake in it or control over its destiny and therefore sought to move out of the area as quickly as they could. Again in the head's words:

Unless you can actually get someone to lift their head up and believe they have a future which they have control over, and they can create, [it] doesn't matter what else you had on offer, they wouldn't take it [an opportunity] up.

In addition to these generic social problems, there were particular problems relating to the history of education in the area. As a local authority officer explained:

[The local authority] actually had the highest incidence of corporal punishment before corporal punishment was abolished. Some parents in this community have been brutalised by the stick and they are very switched off from the school.

This general mistrust of schools combined with the low reputation of Keith High School to create a distance between the school and the communities it served, which kept the school roll relatively low, made it difficult for the school to enlist family support and made it impossible for the school to act as a community focus.

The situation facing the school, therefore, was one of an interacting knot of problems. At its heart is the collapse of traditional industries, with consequent unemployment. This in turn had had three types of costs (understood here as ‘negative consequences’ rather than in the technical CBA sense): material costs – in terms of poverty, poor housing and poor health; cultural costs - the destabilisation of gendered work roles, teenage pregnancy, domestic violence, drugs, low aspiration; and school costs - low attainment, an unpopular school, poor behaviour. These different types of costs, of course, interacted with and compounded one another. The school in particular was able neither to deal with the backwash of social problems as they affected its own work nor to contribute effectively to the solution of those problems by enhancing the life chances of its students.

Actions and changes

The head explained the rationale for action in the following terms:

We had to do something to try and raise attainment within school. There was no point in working in isolation because I think the temptation would be to close the doors, try and deal with all the major problems privately, because it is very risky in terms of PR to open up to the community and tell them what your problems are. But we decided to take the risk and go the other way round and open all the doors up and say, ‘Okay, as a community, this is our school, how are we going to sort it out?’ And that’s really where the extended school concept started from.

This opening of the doors was an attempt at making the school the hub of change in local communities. Specifically, this has meant engaging local people in decision-making, offering learning opportunities, providing (in some cases) employment opportunities and providing support in respect of the difficulties they were experiencing. The expectation is that this will generate a level of confidence, self-esteem and sense of control which will impact on children in local families and hence on learning within the school. At the same time, similar supports, raised expectations and learning activities have been created for the school’s pupils in the expectation that their confidence and achievements can also be raised, thus enhancing their life chances. Finally, there is also an expectation that by engaging with local communities and raising the profile of the school locally, its reputation will be enhanced and it will consolidate its position as a hub of community change.

The response to the knotty problems, therefore, is itself equally ‘knotty’. Strands of work with families, communities and students and on developing the school are seen

as interacting with each other. Some of the impacts of this work will be experienced directly on what we called the ‘material costs’ of the area – for instance, providing adults and young people with easier access to health workers should have a direct impact on ill-health in the area just as giving people access to learning opportunities should have a direct impact on skills, accreditation and employment. However, there seems to be a considerable emphasis on what we might call ‘cultural change’ – on change, that is, in attitudes and values so that historic patterns of disengagement and disenchantment are replaced by more positive patterns of engagement and confidence.

Outcomes

In many ways, the outcomes from this change process are simply the mirror image of the starting situation. At one level, they take the form of a transformed relationship between school and community such that school (and all it represents) becomes integral to local communities:

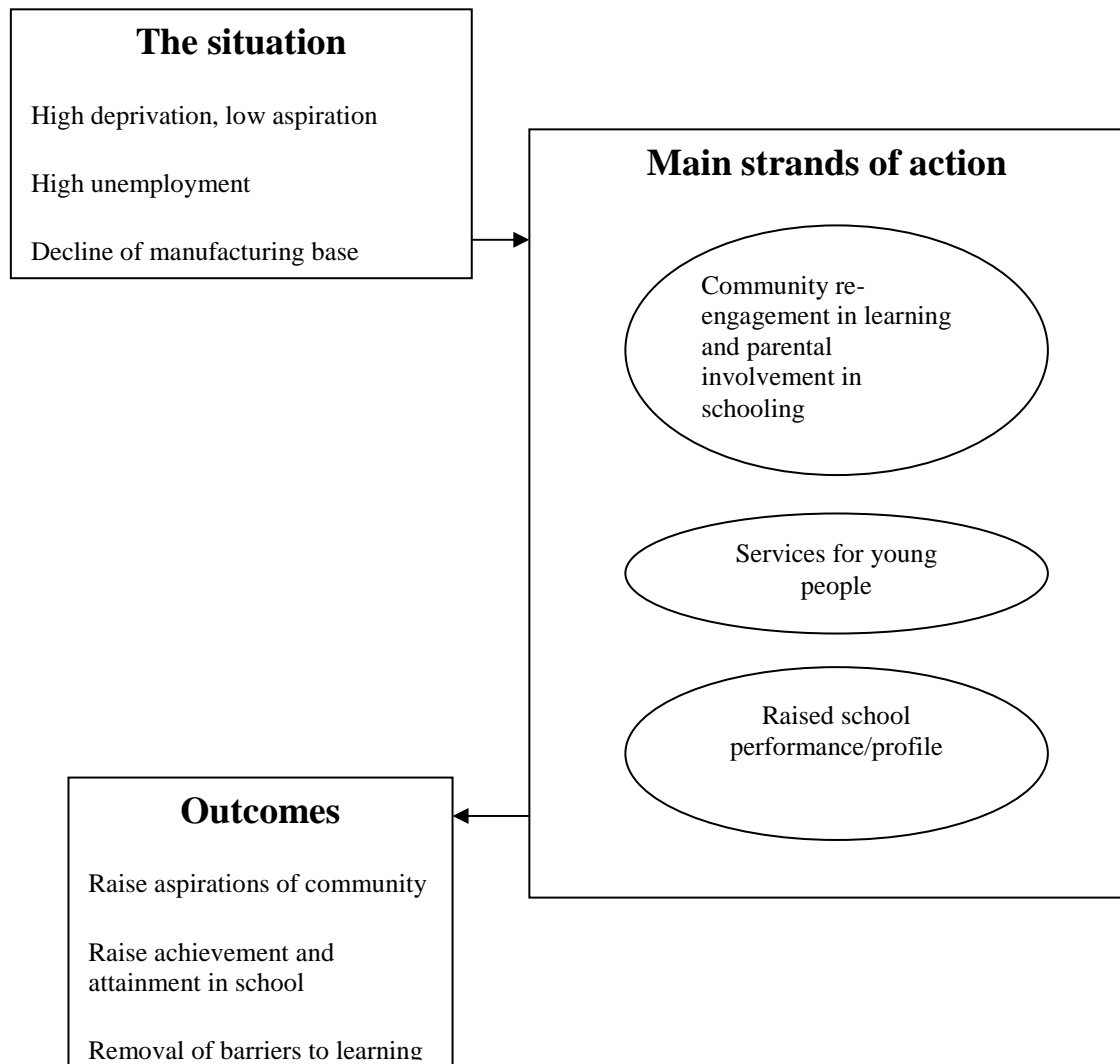
**People should not be driving in and driving home, they should be working here, like Alys and probably 30 odd staff do now, walking into school, delivering whatever it's about during their timescale and walking home again and I think that's really what the goal is for the extended vision.
(Headteacher)**

More generally, this implies communities, characterised by high expectations, high personal and community capacities (including academic attainment) and active engagement with community issues. In turn, this presumably will lead to higher levels of employment, reductions in poverty and reductions in the correlates of poverty such as poor health and other social problems.

7.4 Using the theory of change

The theory of change set out in text above can also be represented diagrammatically (see figure 7.1). Inevitably, such representations are simplifications of the complex situations faced by schools, the complexities of their responses and the subtlety of their analyses. Indeed, the process of working with schools to articulate their theories is, in part, one of helping them focus on underlying rationales rather than surface details – and the diagrams presented in this report, therefore, are distillations of what were initially rather complex representations. Simplifications in this sense are essential for examining the clarity and coherence of those analyses and the viability of the theory of change. For instance, the emphasis on cultural change in the Keith High School theory – an emphasis that is found in that of many other FSEs – begs questions both about the capacity of a school (albeit working with partners) to generate such change and about the relationship between the proposed solutions to problems and the postulated causes for those problems. In this case (as in others) the underlying causal factor is seen to be the collapse of traditional industry and the consequent increase in unemployment and poverty. It is reasonable to suppose, therefore, that the best solution might be economic rather than educational and might lie in strategies to increase the demand for labour in the area. The question for the school, therefore, is whether it has identified the most appropriate actions, or simply those which lie closest to hand.

Figure 7.1: LA22 Theory of change diagram



Questions such as these will form part of an ongoing dialogue with the school and its partners and may help to sharpen the initiative and relate it more closely to other, non-educational strategies in the area. Beyond this, articulating the theory in this form makes it possible to specify the sorts of intermediate changes which might be anticipated and which may be easier to identify than long-term cultural outcomes. For instance, the school already has evidence (in the form, amongst other things of a growing roll) of its rising profile in the area and of community engagement with the services and opportunities it provides – a simple head count of users is enough for the latter. It will also be relatively simple to identify changes in school performance and numbers of adults gaining accreditation and employment. Anecdotal evidence of the effects of school actions is already available. In the medium term, it might also be possible to detect changes in employment rates, crime rates, health indicators and so on. A task for the remainder of the evaluation, therefore, is to firm up these indicators of change and put in place systems for monitoring them.

7.5 Looking across the theories of change

Other examples of schools' theories of change are presented in appendices VI-VII. When we look across these, we can see some recurrent patterns:

- Because the first wave of full service extended schools is located in Behaviour Improvement Programme (and hence in Excellence in Cities) areas, all of them serve areas of greater or lesser disadvantage. Their situation analyses, therefore, tend to focus on the effects of poverty, unemployment and their correlates in terms of poor health, dysfunctional social relationships and low levels of educational achievement.
- Not surprisingly, schools see learning as a crucial component in solutions to these problems. Typically, adult and child learning are seen as interacting with each other and both are seen as central to the school's mission.
- The precise way in which learning addresses underlying social problems is often not made explicit. The assumption presumably is that enhanced learning leads to higher levels of accreditation, which makes individuals more employable. A further assumption seems to be that employment opportunities will indeed be available for appropriately skilled and accredited individuals.
- On the other hand, academic learning is seen as deeply intertwined with personal and social development, particularly in terms of confidence, self-esteem and aspirations. The assumption here seems to be that people's material conditions creates dysfunctional individual, family and community 'cultures', that schools can intervene to change these cultures and that people will then be in a position to realise their potential.
- Typically, schools see both adults and children as experiencing more tangible difficulties such as poor health or family dysfunction. In relation to school students these are often described as 'barriers to learning'. Schools believe that their full service status makes it possible for them to facilitate people's access to services which will be able to overcome these barriers. The assumption again seems to be that overcoming these barriers will enable adults and children to realise their potential

- Theories of change tend to vary somewhat in relation to geographical and demographic factors. For instance, for some schools, the relative disconnection of the areas they serve from surrounding areas (and hence from the opportunities in those areas) is important. Elsewhere, it seems that there are inter-generational tensions which the school sees itself as needing to tackle. Elsewhere again, ethnicity becomes an issue, either because there are complex ethnic mixes in school and community, or because there are overt ethnic tensions, or because the supposed characteristics of particular (majority and minority) ethnic groups are seen as shaping the actions that schools need to take.
- Typically, the well-being of the school is also an issue. Many of the schools face significant challenges, whether or not they are formally designated as being in 'challenging circumstances'. As a result, they have to take seriously issues such as the recruitment of pupils (and, sometimes, of staff), maintaining viable balances in the school population and raising the status of the school in local communities. In this situation, schools make an assumption that the well-being of the school and community are intertwined. Strategies which benefit communities are seen as likely to have equivalent benefits for the school (for instance, in terms of improved attendance or enhanced attainments) while enhanced attainments in schools are seen as important for creating sustainable communities.
- The sense of the problems faced by disadvantaged communities is greater in these theories than the sense of resources inherent in those communities. People are seen as trapped by dysfunctional local cultures and by barriers to learning and other forms of well-being. Certainly, there is often a strong desire to engage local people and open the school to them. However, in the first instance, this is largely (though not entirely) on an agenda articulated by the school and by its partner professionals. There is less sense that local people should be setting an agenda for the school to follow (other than in terms of specifying a list of wants) or that, without the school's intervention, they already have the capacity to solve their own problems. On the evidence available so far, of course, it is not yet clear whether there indeed ever is a community agenda different from that articulated by the school.

7.6 Towards a generic theory?

In many ways, it is the idiosyncratic, locally-grounded nature of schools' theories of change which gives them their power. Each one constitutes a customised response to a particular set of local conditions. However, there is also a sense in which each school theory constitutes a variation of an underlying shared model. That model analyses the current situation in terms of the effects of disadvantage on children and young people, on families and communities and on the school itself:

- For children and young people, disadvantage creates a series of barriers to learning, arising from family difficulties, community and peer group attitudes, ill-health and so on.
- For families and communities, the material effects of disadvantage are accompanied by cultural effects in terms of low expectations and a disengagement from learning.
- For the school, this creates a difficult situation in which the barriers to learning experienced by its pupils are compounded by a lack of effective family and

community support and perhaps by the difficulties of attracting more aspirational families, by the perverse effects of competition from more favoured schools and, in some cases, by ethnic or other tensions which wash over from local communities into the school itself.

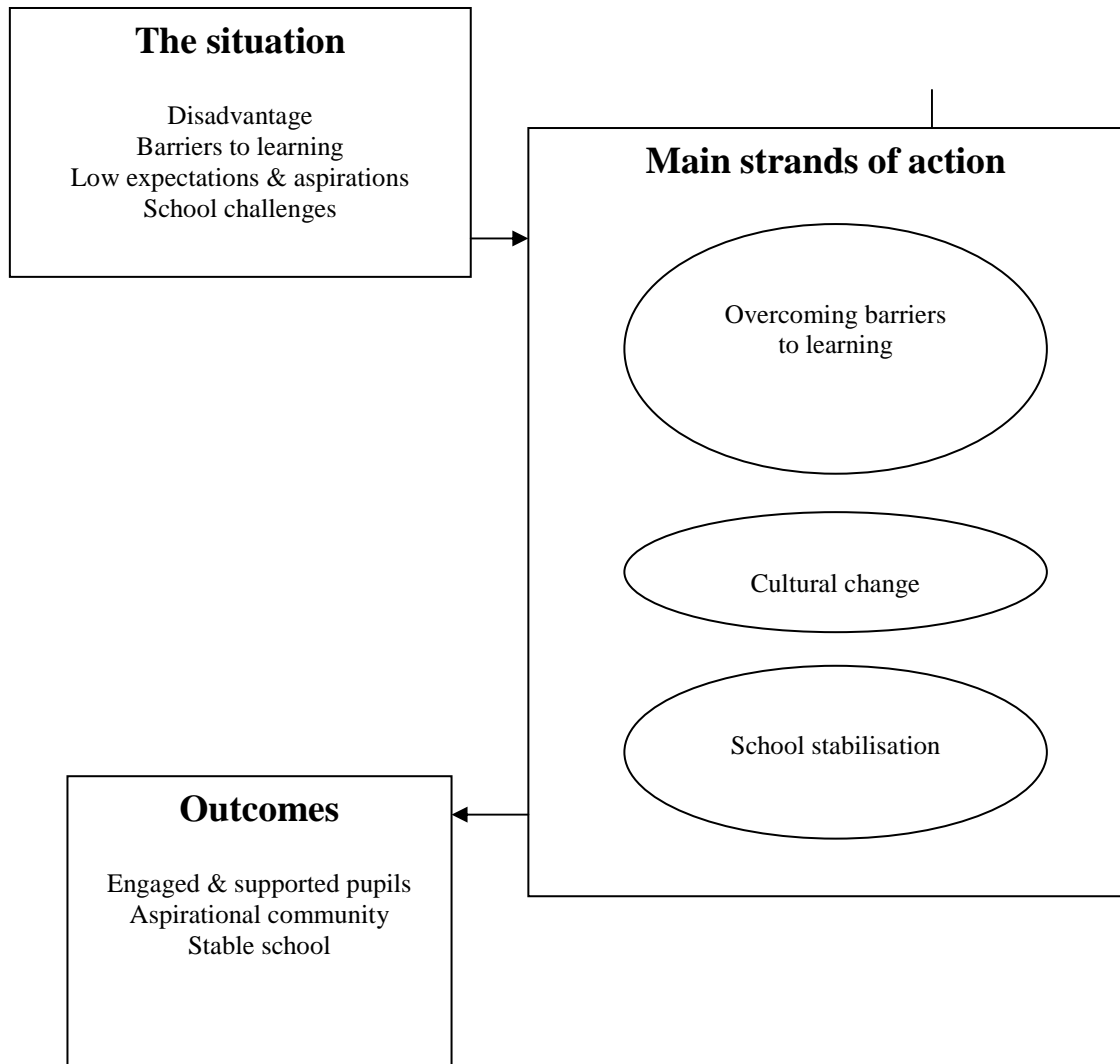
In this situation, schools typically take actions to address barriers to learning, bring about cultural change in local communities and enhance their own stability and sustainability. Typically, these actions are inter-dependent and it is not uncommon for one action to serve more than one purpose (adult learning, for instance, helps promote cultural change in communities but also helps families support their children's learning; childcare makes it easier for adults to seek training and employment but also provides support for children). The school's aim is to produce over time a situation which is the mirror image of the starting situation. Children and young people will experience fewer barriers to learning and will have adequate services to meet those which they do experience. They will live within vibrant families and communities, where people are aspirational and engaged with learning. All of this will support and be supported by a stable and sustainable school.

The one special school (LA13; see appendix VII) represented in the case study sample forms an interesting test of this generic theory. Special schools, unlike most mainstream schools, serve pupil populations that are drawn from a geographically dispersed and economically and culturally diverse set of communities. Moreover their pupils have, by definition, distinctive sets of needs. Certainly, this full service extended special school's pupils face different challenges from those in many mainstream schools. It already provides a range of support for those pupils as part of its 'core business' and has, instead, a distinctive concern for the further integration of its pupils within local communities. However, it is also concerned to combat the effects of disadvantage, to make services available to community members and to raise the status of the school, thus securing its future. In other words, this special school is not quite so different from its mainstream counterparts as we might have imagined and to some extent it exemplifies rather than refuting the generic theory we are advancing.

This 'generic theory' is presented diagrammatically at figure 7.2. Although it inevitably misses some of the subtlety and complexity of what individual schools were doing, it is a useful means in identifying the general trends in schools' thinking. Moreover, it raises three fundamental questions:

1. The theory makes a number of assertions about the impact of disadvantage, particularly in respect of community cultures. How justified are these assumptions? Even if true, to what extent are the low expectations and aspirations attributed to communities a dysfunctional response to the challenges they face and to what extent do they represent a realistic appraisal of their situation?
2. The theory ascribes considerable power to education in general and schools in particular to transform the cultures of communities and hence to redress the disadvantages which they experience. Is this ascription justified? If so, are any other actions or conditions necessary to enhance the effect of education and where do they fit within this model?

Figure 7.2: Generic theory of change diagram



3. The notion of ‘barriers to learning’, widely used by schools, seems to imply that children and young people are prevented from learning by a series of specific obstacles (such as inadequate family support, truancy, poor social skills and so on). How does this explanation stand up against more structurally-focused alternative explanations – for instance, that there are fundamental cultural clashes between schools and the populations they serve, or that pupils take a realistic view that schooling does little to enhance their life chances in the context of severely limited opportunity?

What these questions point to is the determinedly optimistic view of their situations which most full service extended schools take. Whilst they recognise the considerable problems faced by their pupils and the families and communities within which those pupils live, they are also confident that the school’s actions can make a significant difference to local people’s lives. Whether this confidence is justified or not is something which the remaining two years of this evaluation will seek to understand. In the meantime, however, it is clearly important for schools and their partners to continue to interrogate their assumptions and theories as rigorously as possible. With this in mind, we will make further suggestions about the sorts of questions schools might usefully ask in the concluding chapter of this report.

8. Conclusions and recommendations

In this chapter, we wish to give an overview of our findings and to consider their wider implications.

8.1 Overview

This report considers the first year of the full service extended schools initiative. At this early stage, it is necessarily largely descriptive and has to be particularly cautious about predicting the future course of the initiative or identifying outcomes from newly-established full service approaches. In general terms, however, what we have found is the following:

- Local authorities and schools were seeing the full service extended schools initiative as an opportunity to rethink the role of schools in relation to their pupil populations and to the families and communities they serve. In very broad terms, schools saw full service status as a means of addressing some of the out-of-school difficulties faced by their pupils. These difficulties have long had significant impacts on pupils' achievement, but schools' capacity to reduce those impacts has hitherto been limited.
- Although full service extended schools were operating within a broad brief given them by DfES, there was considerable diversity in how they had interpreted this brief. This was reflected both in the particular activities engaged in by different schools, in the range of partnerships they had established and in the underlying rationales they had begun to construct. Although, therefore, all full service extended schools are similar, no two are identical.
- If managed properly (often through the designation of a full service co-ordinator), the full service approach could free heads and teachers to concentrate on their core business and/or create more favourable conditions within which they could operate. However, the leadership of full service extended schools could also impose strains on members of school leadership teams and could impact on the roles of other school staff. These strains and impacts might potentially distract heads and teachers from their 'core business' of promoting achievement.
- Full service extended schools were, in some cases, achieving high levels of multi-agency working. Where this was the case, schools and other agencies reported considerable benefits in terms of co-ordinating approaches to vulnerable children and their families, improving information-sharing procedures, targeting services appropriately and enhancing children's and families' access to services. Experiences in attempting to develop multi-agency working were, however, mixed. Some schools reported very positive responses; others reported partner agencies that were over-stretched, bound by their own procedures and priorities, threatened by full service developments, or otherwise unresponsive to schools' advances. It seems that work with these agencies requires a considerable investment of time and understanding on the part of schools and local authorities.
- Most full service extended schools saw the provision of childcare as important to their overall rationale. They believed that there were potentially significant benefits for children, families and communities arising from such provision. These included impacts on children's learning, more positive relationships between

schools and families and support for parents in accessing services and in finding and maintaining employment. The development of provision required a strategic approach, the development of partnerships and a high level of support from the local authority and others in the childcare field. Even so, it created some stresses for schools and might not always be met with enthusiasm either by local families or by potential partners. Moreover, there was as yet no hard evidence of a positive carry-over from childcare provision to classroom learning. There was also little evidence that most secondary schools had any strong motivation to develop pre-school childcare provisions beyond crèche facilities to support adult learning.

- In many cases, the development of full service extended schools was one of a range of initiatives that were running concurrently. Local authorities were often simultaneously engaged in one or more of a range of: developing extended schools across the authority as a whole, creating a coherent programme of early years provision, establishing Children's Trusts, merging services in response to the Children Act 2004, or regenerating disadvantaged areas. At the same time, schools were themselves involved in a wide range of initiatives – not least the Behaviour Improvement Programme and Excellence in Cities initiatives. The common response was for these initiatives to be brought together into a wider strategic approach at both school and local authority level. Sometimes, however, these initiatives were seen as conflicting.
- Schools and local authorities were positive about the potential of the government's *Every Child Matters* agenda and of the Five Year Strategy for creating a framework within which their strategic approaches might emerge. They saw the emergence of more integrated structures - integrated services, common assessment frameworks, unified local authority departments, Children's Trusts and so on - as facilitating the aims of full service extended schools. However, there were also some concerns about the extent to which government policy overall offered similarly coherent support and, in particular, about the short-term nature of funding on which full service extended schools depend. In general terms, schools and local authorities saw themselves as confronted by multiple immediate opportunities rather than by a single, long-term national strategy in which they could see a clear role for themselves. This was an exciting situation but one which placed considerable onus on them to devise their own strategies and to find ways of making those strategies sustainable. Many in fact appeared to be successful in so doing.
- Not surprisingly, most full service extended schools were driven by their own heads and governors, with more or less support and guidance from local authorities. Inevitably, the underlying rationales for schools' approaches often focus on their own concerns and imperatives which may or may not be identical with those of local communities. Nonetheless, there was also evidence of meaningful consultation with those communities as well as of the involvement of communities, parents and students in decision-making. There was considerable anecdotal evidence of positive outcomes from full service extended schools. These include examples of raised attainment, increased pupil engagement with learning and growing trust and support between families and schools. There were indications that full service provision might potentially intervene to break established cycles of disadvantage in some cases. None of this yet amounts to robust evidence of 'effectiveness' (however defined) but it suggests that longer-term and more wide-ranging outcomes may indeed be possible. It is possible that

the benefits of these outcomes (calculated in terms of returns to society) will outweigh the costs.

- Schools were able to differing extents to articulate coherent ‘theories of change’, setting out how their actions will bring about desired changes for children and young people, their families and communities. These theories indicated optimism about the capacity of schools to make a real difference to the people they serve. It is too early to say how these theories will work out in practice, but it is not entirely clear whether schools have the capacity to bring about some of the more ambitious changes they envisage.

8.2 The balance sheet

At this stage in the full service extended schools initiative, it is unlikely that we will be in a position to reach a definitive judgement as to whether that initiative is likely to achieve its aims or what its ultimate outcomes might be. Nonetheless, it is possible to think in terms of an end-of-year-one balance sheet which will show at least whether the accounts to date are healthy.

In broad terms, it seems that they are. There is no doubt that the initiative has energised schools and local authorities. It has created opportunities, which have been seized eagerly, for schools to address issues which have hitherto been beyond their reach. It seems likely that these opportunities will result in improved outcomes for pupils, their families and the communities where they live – even if as yet it is not possible to say how extensive those positive outcomes will be or to be certain that they will manifest themselves in every case.

On the other hand, there is no doubt that the initiative both embodies and generates some stresses and strains. It requires considerable commitment on the part of leaders at school and local authority level, a capacity to envision the future and to weave a range of initiatives and funding streams into an overall strategy and the willingness to be patiently optimistic whilst waiting for long-term outcomes to appear. Even the schools in our sample were experiencing these stresses and strains and it is worth remembering that they were likely to be amongst the more enthusiastic and successful of those in the initiative, let alone the much larger number of schools outside the initiative which are moving in the same broad direction. Despite current successes, therefore, there is a potential for wide-scale disenchantment which will need to be monitored closely at school, local authority and, perhaps above all, national level.

This potential for disenchantment can perhaps be reduced if some of the underlying tensions and ambiguities in the initiative are addressed – and it is to these that we now wish to turn.

8.3 Tensions and ambiguities

The full service extended schools initiative is different from many educational initiatives of recent years in that it raises some fundamental questions about the purpose of schooling, the role of schools in their communities and, more generally, the expectations we have of schools in contributing to wider social developments.

Although the idea of schools operating on and with the communities they serve is a far from new one, it is arguable that since the 1988 Education Reform Act, schools in England have been encouraged strongly to focus on their 'core business' of teaching and learning. Not surprisingly, the implications of regular inspection, the publication of performance data, the need to compete in an education market place and a wave of curricular and pedagogical prescription have not been lost on schools. Arguably, moreover, they are now much more effective than they were twenty years ago in generating high levels of attainment amongst their students through more standardised and, perhaps, more professionalised approaches.

The full service extended schools initiative now invites schools to set this 'core business' within the wider context of agendas around family support and community development and regeneration. Undoubtedly, these different agendas are inter-related. However, it is far from clear what the precise nature of these inter-relationships might be. For instance, although we know that family interactions have a major bearing on children's learning (Desforges with Abouchaar, 2003), it is much less clear precisely what sorts of interventions with families produce what sorts of impacts on learning. Likewise, it is far from clear what sort of work with children and young people has the greatest impacts on the regeneration and sustainability of disadvantaged areas, or might feed back into family well-being.

These uncertainties create an immediate problem for schools in knowing which of the many actions potentially available to them are likely to generate the greatest benefits for children, families and communities. However, even if this problem could be resolved, there remains an underlying problem of prioritisation. Even if we accept that schools' over-riding priority has to be to enhance children's learning, it is not clear whether they should pursue family and community agendas only insofar as those agendas impact directly on learning, or whether they have a wider social responsibility to contribute to those agendas even where the impacts on learning may be remote or uncertain.

This in turn begs questions about leadership and governance. If schools are to engage in the family and community agendas only with a view to their core business of enhancing children's learning, then it makes sense for their strategies to be led, developed and overseen internally. Put simply, the school's community strategy becomes a sub-set of its teaching and learning strategy and is rightly the responsibility of head and governors. This does not preclude the development of partnerships with, community organisations and agencies and it may depend on listening carefully to their views. However, responsibility has to remain firmly with the school. If, on the other hand, the purposes of schools' interventions reach beyond the school's core business, the case for leadership and governance being exercised beyond the school becomes much stronger. Effectively, the school becomes a contributor to purposes and strategies devised elsewhere rather than the recipient of contributions to purposes and strategies formulated internally.

There are further implications for what the government's five year strategy describes as a:

...new role for Local Authorities, as champions of parents and pupils, acting as strategic leaders of education in their area. (DfES, 2004: Summary)

The strategy goes on to suggest that the development of joined-up services

...needs some local brokerage to make it work. But it implies a completely different kind of local system. Local government and local agencies must offer leadership and strategic direction – with really smart accountability – but the energies of the system can no longer be tied up in compliance or defensiveness. They must be focused on excellence. (DfES, 2004: Foreword)

In terms of the development of full service extended schools, the balance between 'brokerage' on the one hand and 'leadership and strategic direction' on the other may be struck differently depending on where responsibility is seen to lie. Where it rests at school level, the local authority role may be supportive and facilitative - advising schools, helping them work out their priorities, helping them to form partnerships with other agencies and so on. However, if responsibility rests outside the school, then the local authority may well have a key role in formulating strategy, enlisting schools' support and creating a strong framework within which schools can operate. To this extent, the 'new' local authority may take on leadership functions that were not typical of 'old-style' LEAs.

There are also issues to do with the targeting of schools' efforts. The government's five-year strategy for education points out elsewhere ((DfES, 2004: 3.10) that many children who fail to meet expected levels for attainment do so only narrowly. There is a good case, therefore, for schools to target children who are on the borderline of doing well, in the expectation that relatively modest interventions will bring significant and speedy results. This principle can be extended to families and communities by, for instance, enlisting the support of families that are keen to help their children learn but need some relatively light-touch support to help them do this effectively. The alternative, of course, is to target by need rather than likely outcome. In other words, support can be offered to the most troubled families and most disadvantaged communities even if a considerable investment might be needed before any return is obvious.

To some extent, the way in which these alternatives are viewed by schools and their partners depends on the extent to which they see themselves as in the business of generating short- or long-term change. The full service extended schools initiative carries at most three years' additional funding for schools at a level which, though far from modest, still comprises only a fraction of their overall budgets. Schools might, therefore, legitimately see the initiative as an opportunity to take a range of relatively short-term actions to address immediate problems. Even if they could be confident that the funding stream would continue in some form or other, they might nonetheless choose to focus on whatever problems and opportunities happened to present themselves at the time. They might, for instance, want to be able to respond more effectively to the difficulties experienced by individual pupils, or to support community events, or to contribute to some other organisation's initiative. On the other hand, schools (perhaps in conjunction with their local authorities) might aim to bring about longer-term changes in more fundamental family and community conditions. They might, for instance, aim at bringing about changes in attitudes and values across entire communities, might view this change in terms of a five to ten year time horizon and might view initiative funding simply as an initial contribution to their longer-term plans.

8.4 Emerging resolutions

The tensions and ambiguities we have set out above have no obvious resolution. It is clear that different schools are, with their partners, working their way towards somewhat different local resolutions. It is probably fair to say that, amongst the schools we visited, there was a relatively high level of awareness of what these tensions and ambiguities were and of the need to come to a resolution of some sort. It is also probably true to say that approaches tended to be strategic rather than otherwise and that they aimed at fundamental, long-term change rather than at more opportunistic responses to presenting problems.

Nonetheless, as the last chapter made clear, there is a level of optimism amongst schools and their partners which may prove to be justified, but which needs to be tested rigorously against alternative perceptions. Certainly, the full service extended schools initiative to date, encouraging as it undoubtedly is, raises a series of questions. These need to be answered not only by the remainder of this evaluation, but by schools and their partners as they plot their strategic direction. To facilitate this process, we have set out some of these questions at the end of this chapter as figure 8.1. As schools move beyond the initial phase of setting up their activities and have the opportunity to reflect on their work these are, we suggest, the sorts of questions they might now begin to ask.

8.5 Next steps

As we stated earlier in this chapter, the early outcomes from full service extended schools are encouraging and there is considerable excitement on the ground about the possibilities which this initiative opens up. There is nothing in what we have discovered so far in the course of this evaluation which would suggest that it is characterised by serious problems or that it should be given anything other than full encouragement.

On the other hand, it is also clear that the concept of a full service extended school is open to multiple interpretations and that those interpretations give rise to a series of problematic issues. Those issues may well be capable of successful resolution. However, first they have to be acknowledged, strategies have to be developed to meet them and the outcomes of those strategies have to be monitored carefully. The last of these tasks will be central to the remaining two years of the evaluation. The recognition of issues and formulation of strategies, however, seems to require some intensive debate at school, local and national level. Whether or not a single, consensual model of full service extended schools is possible – or even desirable – there is much work to do in scoping the possibilities and problems of the approaches that are now beginning to emerge.

Figure 8.1. Questions to aid the development of full service extended schools

Some questions for full service extended schools

Aims of the school

- * What does the school aim to achieve through its full service extended approach?
- * What is the balance between different aims, such as overcoming barriers to learning, changing local cultures and school stabilisation?
- * What is the balance between dealing with presenting problems and bringing about fundamental change?
- * What is the balance between targeting groups and individuals for ‘quick wins’ and targeting those in greatest need?
- * How do these aims relate to the ‘core business’ of enhancing learning?
- * Over what time scale can these aims be achieved?

School and community

- * How feasible is the notion of bringing about cultural change in local communities? Does the school have the capacity to generate changes of this kind?
- * How does any proposed change in local cultures interact with the material conditions under which local people live, in terms, for instance, of housing, employment opportunities, street crime, transport and so on?
- * How will the school avoid an exclusively deficit view of the children and adults on whose behalf it is supposed to be working?
- * If school stabilisation is an aim, how will the school balance institutional advantage with service to pupils, families and communities?
- * How are community voices heard in the governance of the initiative?

School and local authority

- * Where does leadership of the initiative lie?
- * Is the local authority’s role to facilitate the school’s agenda or enlist it in a strategy formulated beyond the school?

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Appendix I

Historical Context and Selective Literature Review

1 Historical precedents

The idea of full service schooling in its modern form has its immediate roots in initiatives in the United States (Dryfoos, 1994). The establishment of the **New Community School** (NCS) initiative (now referred to as Integrated Community Schools) in Scotland from 1998 was the first major implementation of this approach in the UK. In Wales, the idea of community-focused schools has been used to explore similar provision. However, the idea of locating the provision of child and community services on school sites is not new. In the 1920s, Cambridgeshire, under the guidance of Henry Morris, established a series of ‘village colleges’ which were intended not only to provide schooling for largely rural communities, but also to house a range of community facilities and act as focal points for their communities. This idea, in different guises, was subsequently taken up in a range of other local education authorities (LEAs) such as Devon, Coventry, Leicestershire and Northumberland. By the 1970s, many LEAs had invested in some form of community schooling, commonly by locating adult education services on school sites, sometimes using schools to act as focal points in disadvantaged areas and occasionally by encouraging a high degree of interaction between schooling for children, adult education and community use.

2 Recent developments

More recent developments associated with extended schools in England can be traced back in part to the well-established links between socio-economic disadvantage and poor educational and other outcomes. (Some of the evidence for these links is usefully collated in the reports of the Policy Action Teams set up by the Social Exclusion Unit in the late 1990s to pave the way for a Neighbourhood Renewal Strategy [see SEU, 2000]). In an attempt for the first time to break these links, New Labour governments have undertaken a series of initiatives aimed at supporting and improving education, particularly in schools serving disadvantaged populations – Education Action Zones, Excellence in Cities, Behaviour and Education Support Teams (BESTs), the Behaviour Improvement Programme (BIP), the Beacon Schools scheme, the Healthy Schools programme, the Specialist Schools programme, to name but a few. These initiatives have, amongst other things, encouraged schools to become somewhat more outward looking. At the very least, they have been encouraged to think how they relate to other schools serving the same area, but in many cases they have also been invited to re-focus attention on the relationship between themselves and the communities they serve and, in particular, on the ways in which schools could help tackle disadvantage.

In a similar way, in 1998 the Scottish Office embarked on an experiment to develop ‘New Community Schools’, with 62 pilot projects in the first phase and followed by an extension to all schools in Scotland from 2001 with funding of £30.6 million. These schools had (and continue to have) a role in enhancing opportunity and

addressing disadvantage by offering a range of services to pupils, their families and communities. At about the same time, the then Department for Education and Employment in England drew up the 'Schools Plus' report as part of its contribution to the emerging National Neighbourhood Renewal Strategy (DfEE 1999). The report argued that schools serving disadvantaged areas had a key role to play in 'building learning communities' and that they could do this by extending the range of ways in which they sought to engage both their pupils and local communities in learning. Subsequently, the White Paper, *Schools Achieving Success* (DFES 2001) made a commitment that the government would initiate legislation removing barriers to schools wishing to develop community links and would "establish pilots to test out such 'extended schools' and to generate examples of good practice" (8.16). In the same year, the Department for Education and Skills (DfES) commissioned four voluntary agencies to work in partnership in six primary schools to test the effectiveness of a team approach in developing Schools Plus activities for schools in disadvantaged neighbourhoods (Shaw et al, 2003). In the meantime, the Local Government Association, as part of its 'six commitments' programme, focused on the development of 'schools for the community' in seven pathfinder LEAs.

In 2001/2, DfES established extended schools demonstration projects in three LEA areas to explore the benefits and issues which arose when schools offer a wide range of services to pupils, their families and communities. Members of the current research team undertook a study of these projects which came to the conclusion that extended approaches deserved further exploration, outlined some alternative ways of conceptualising those approaches and identified some issues that schools, LEAs and central government might wish to address (Dyson et al 2002). Subsequently, DfES issued guidance to schools, LEAs and others involved in the development of extended approaches, building on the new opportunities opened up by the 2002 Education Act (DfES 2002a, 2002b) giving powers to governing bodies to extend school services. It made clear that school governing bodies could: provide facilities and services which benefit families and the community as well as pupils; make agreements with other partners to provide services on school premises; and charge for services.

Taking this work forward, DfES funded 25 LEAs – including the seven LGA pathfinders – to undertake extended schools pathfinder projects' in 2002/3. The pathfinders were to test out a range of extended approaches in order to provide information on the impact on pupils, families and communities, the processes involved in developing extended approaches, the structures through which such approaches can best be managed, the nature of relationships with other initiatives and local partners and the issues in funding extended approaches. Each project was free to determine the focus of its work, though particular encouragement was offered to initiatives that would lead to:

- schools that are open to pupils, families and the wider community during and beyond the school day, before and after school hours, at weekends and during school holidays;
- activities aimed particularly at vulnerable groups, in areas of deprivation and/or where services are limited;
- the promotion of community cohesion by building links between schools and the wider community;

- the provision of services to communities;
- a contribution to neighbourhood renewal; and
- a positive effect on educational standards.

Members of the current research team undertook the evaluation of the extended schools pathfinder projects and the main findings from this research (Cummings et al, 2004) are summarized later in this appendix.

3 The research evidence on extended and full service extended schools

As we indicated above in the 2002-3 school year, the Department for Education and Skills (DfES) sponsored twenty-five local education authorities (LEAs) to develop extended schools pathfinder projects. The evaluation of the pathfinder initiative was carried out by a team from the University of Newcastle with colleagues from the University of Brighton (Cummings et al, 2004). In addition to this evaluation of the pathfinder projects there is also a growing literature that examines recent developments in full service schooling, extended schools and community schools. Much of the full service literature originates in the US. However a recent DfES review mapped out the state of extended schooling in England (Wilkin et al, 2003a; 2003b) including the full service variant. In addition, reports by Sammons et al (2003) on New Community Schools in Scotland and more recent evidence highlighted by HMIE on the development of Integrated Community Schools (ICS) in Scotland (HMIE, 2004) all add to a growing evidence base. All we seek to do here, therefore, is to highlight a small number of themes which relate directly to the concerns of the current evaluation.

3.1 Key findings from the DfES pathfinder evaluation

Many of the pathfinder projects experienced the sorts of teething problems that might be expected in a new initiative. However, the report highlighted the way these were being tackled vigorously by teachers and LEA officers who were ‘enthusiasts’ for the extended schools approach. In terms of any subsequent national roll-out, however, two issues emerged from the experience of the pathfinders:

1. The development of extended schools is a serious and ambitious venture. As such, the report recognised the importance of dedicated management structures, the deployment of co-ordinators with appropriate levels of time and expertise, a thorough process of community consultation, a willingness to invest in genuine partnerships with other agencies and an embedding of school activities in wider local strategies. It also required the production of viable long-term plans and co-ordination of funding streams to support a long-term strategy.
2. Given the ambitious nature of extended school developments, the report suggested that there were aspects of current national policies and structures which appeared to be less than helpful. These included the time-limited nature of additional funding, the wider context of initiative-led funding, the different priorities of agencies working with the same communities, and the failure in some cases of extended schools to engage with or be engaged by local strategies.

The pathfinder evaluation suggested a number of overall conclusions:

- There appeared to be good reason to believe that extended schools had important positive effects and represented a good return on a relatively low level of additional funding. In order to determine their long-term effects, however, a longitudinal and wider-ranging evaluation strategy was needed.
- Where extended schools were more ambitious in terms of their aims, it was important that they developed dedicated leadership structures. The role of the co-ordinator was important not only in terms of attracting and co-ordinating funding but also in reducing the management burden on existing leadership teams.
- Many projects had found that the development of extended schools was an important catalyst for enhancing collaboration between education and other agencies. The key to developing partnerships seemed to be a careful and sustained process of trust building where partners sought to understand each other's aims, priorities and working methods. This was difficult given the pressures under which all agencies were working, so it was important that the process was given ample time and be allowed to develop through a series of progressively more ambitious initiatives.
- Although the point of delivery for activities was the school, local authorities had a key role to play in enabling extended schools to develop. They could: give a lead in encouraging schools down this route; help plan local strategies within which the work of schools was embedded; network schools with other schools and agencies; link schools to communities; provide specialist expertise and advice; give a lead on the management of funding; and assist schools with the evaluation of their work. Some authorities had appointed co-ordinators to lead this work, others asked existing officers to take a lead, and others again saw the development of extended schools as part of wider initiatives such as the development of integrated children's and families' departments. There were clear implications for the way the role of the LEA was currently defined.
- It was particularly important that extended schools did not fall into the trap of imposing professional views of what was 'needed' on the communities they served. Genuine community consultation and participation were necessary but as this is difficult to achieve, many schools found it helpful to work with partners who were more experienced in this field.
- The experience of these projects suggested that in some cases it might be sensible to plan for a significant lead-in time before delivery could begin. This was particularly the case if schools had not previously been involved in extended activities or if major new initiatives were planned.
- As extended school approaches became more widespread and ambitious, viewing them as time-limited and additionally-funded 'projects' might become less effective. It might be more productive to see extended activities as central to the role of every school (albeit to varying degrees) and a different funding model might need to be found to reflect this new understanding. In this case, there was the possibility of a real development in the way in which schools relate to their communities and set about educating their pupils

3.2 Findings from wider research

A number of findings pertinent to the current investigation can be identified from other research. Key aspects are summarised below, focusing particularly on the

evaluation of Integrated Community Schools in Scotland, which are similar in many (though not all) respects to FSEs south of the border.

A. Defining 'full service extended schools'

As we have seen, there is a long history of schools' offering what are currently called 'extended' activities and services, particularly in terms of engaging more fully with the communities they serve through full service extended schools. The range of such activities has been impressive, regardless of whether schools have been part of funded initiatives or not (see, for instance, Ball, 1998; Wilkin et al, 2003a). However, neither in England nor in other countries has a single, definitive model of extended schools emerged. Even where initiatives are badged under a single name – as in the case of New Community Schools and Integrated Community Schools in Scotland, or 'full service' schools in the USA – the label tends to conceal a considerable degree of diversity. It would seem that initiatives tend to promote broadly common approaches, but that the local contexts of schools and communities inevitably produce variations within those approaches. This was certainly the case, for instance in the extended school demonstration projects (Dyson et al 2002) and in extended school pathfinder project (Cummings et al, 2004) where there was a high level of both variation and overlap in the activities and approaches of individual projects. As a result, it was not possible to identify distinct 'models' of full service extended school approaches.

B. Outcomes from full service extended schools

As Wilkin et al (2003b) point out, much of the literature on full service extended schools (however labelled) tends to be descriptive, advisory or exhortatory. To some extent, this is because of the diversity described above; if full service extended schools are different from one another, then there is no single model which can be evaluated robustly across a range of contexts. However, it is also because of the inherent difficulty of identifying outcomes from initiatives such as these. This is to do with the typically multi-strand nature of extended school activities, the complex contexts (often characterised by the presence of many other related initiatives) in which they operate and the typically short time-span of educational evaluations. This does not mean that there is not good evidence of positive outcomes from particular *activities* undertaken by full service extended schools, such as study support, parental involvement in children's education, family learning, basic skills training and health promotion activities.

For example the HMIe report (HMIe, 2004) on the development of Integrated Community Schools (ICSs) in Scotland points to the improvements in achievements and well-being of young people linked to curriculum developments, the removal of barriers and increasing expectations and through community and family support pertinent to such provision (see below). However much of the success had not filtered into improved aggregate levels of attainment as measured by examination results and many of the curriculum improvements were in enriching and extending personal and social development and healthy living rather than in 'core' areas. Access to the curriculum had, however, been enhanced and extended through initiatives such as breakfast clubs that ensured that some pupils were no longer hungry in school, reduced lateness and helped pupils with their preparation and readiness to learn. In addition clusters of ICSs had improved support from a range of services that had

helped reduced barriers to learning for groups of particularly vulnerable young people and their families.

C. Parental involvement in schooling

One area where there is reasonably strong evidence is on the value of parental involvement in children's schooling (Desforges with Abouchaar 2003, Dyson & Robson 1999). Although such involvement is, of course, not dependent on schools being formally designated as 'extended', many extended schools do in fact undertake activities designed to involve parents. For example according to the HMIE report (HMIE, 2004), many Integrated Community Schools in Scotland provided a range of opportunities for parents to experience and contribute to a purposeful learning ethos, particularly where there were opportunities for engagement with staff to support children's learning. For example parents were involved in pre-school and post-school clubs and activities. They were also involved in paired reading and homework support schemes. These types of initiatives helped parents to become more involved with the school, to increase their confidence, knowledge and skills in helping their children learn and to identify more closely with its work.

The general trend of this evidence is to indicate that children whose parents are actively involved in their learning at home tend to do better than those whose parents remain disengaged (Desforges with Abouchaar 2003). Moreover, the evidence seems to suggest that initiatives aimed at increasing parents' involvement can be effective and can have some direct impacts on children's attainments. On the other hand, there is a powerful critical tradition in the research literature which warns of the dangers of parental involvement becoming an attempt to require families to conform to the school's priorities rather than build on the resources which families already contain (see, for instance, de Carvalho, 2001).

D. Schools and communities

The evidence for schools' impacts on their communities is not straightforward. There is some evidence that the attractiveness of schools has an impact on the desirability (or otherwise) of particular neighbourhoods and that this impact can, in certain cases, be traced in house prices (Gibbons & Machin, 2004). It is also clear that schools can offer a range of facilities and services to local communities and that they can have multiple positive impacts on particular children and families. What is less certain, however, is the extent to which schools alone can have more fundamental effects by acting as engines for regeneration in disadvantaged communities or making substantial differences to large numbers of residents (Crowther et al, 2003). There are also doubts about the strength of relationship between schools and communities insofar as this is indicated by the involvement of those communities in formal and informal governance (Dyson & Robson, 1999). This is further supported by the evidence from Scotland where the HMIE report (HMIE, 2004) suggested that Integrated Community Schools had made little impact in terms of increasing the capacity of communities through involvement of pupils, School Boards, parents, voluntary organisations and members of the community in decision making, particularly with regards to setting priorities for development, resource deployment or service provision.

E. Collaboration with other agencies

The evidence suggests that various forms of partnership and collaboration can be established successfully that have benefits for professionals, children and families. Evidence from the HMIe report (HMIe, 2004) and the report by Sammons et al (2003) on Integrated Community Schools suggest that commitment to the concept of full service extended schooling and multi-agency approaches at both institutional and local authority level, with support from key political and senior management individuals, is crucial to effective full service provision. In addition both reports suggest that, where projects had enjoyed support from Education Authorities and partner agencies at senior levels, they were able to implement strategies more effectively.

The Sammons report found that, where partner agencies provided matched funding and resources, there was a positive impact in freeing up time and capacity for staff to focus on new activities or enhance existing ones. Moreover, staff effectiveness was promoted where there was team co-location, willingness to work together, learning from one another, a shared vision, and a strong leadership combined with staff training and development leading to joint working practices and integrated planning and working. HMIe reported that good practice was noted when headteachers gave a clear lead in the implementation of the Integrated Community Schools and this was further enhanced where headteachers in clusters worked in partnership to identify, plan and deliver ICS objectives linked to national policies and those of partner organisations. The importance of clear management structures, roles and lines of communications was highlighted by both reports.

There is some evidence that successful collaborations tend to be in clearly bounded areas with tight procedures and generally have a high level of local initiative and supportive contexts (Easen et al 2000). However, collaborations are fraught with difficulties because of the different professional cultures across agencies, the different priorities, different target and client groups and different management, funding and accountability systems (see Riddell & Tett, 2001 for a useful review of recent developments). The Sammons report in particular highlights factors that hindered projects or acted as barriers to implementation. These included a lack of clarity and commitment between partners, competing priorities, overly complex management arrangements, short time scale and a lack of clear planning, resourcing and professional barriers.

F. An overview

In general, then, the literature on full service extended schools and related areas is full of intriguing possibilities. There are indications that new ways of working are possible and that they may well have positive impacts. Certainly, there is enough evidence to suggest that this is a field that is worth further exploration. However, what we do not yet have are robust evaluations of the overall impacts of full service extended schools which allows us to say that they have specific, major impacts, much less that one or other variant of such schools is the most effective or most fitted for given circumstances. In this situation, as Wilkin et al. (2003b) point out, there is scope for a good deal of further research, particularly in the form of longitudinal studies tracing the impacts of full service extended schools over time.

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Appendix II

Details of local authorities

Throughout this report, the local authorities in which FSES projects are located are given a code (LA1, LA2, etc.). Below are details of the local authority type and government office region for each authority.

1. Metropolitan, Yorkshire and the Humber
2. Unitary, North East
3. Metropolitan, West Midlands
4. Metropolitan, Yorkshire and the Humber
5. Metropolitan, West Midlands,
6. Metropolitan, Yorkshire and the Humber
7. Metropolitan, North East
8. Metropolitan, Yorkshire and the Humber
9. Metropolitan, North West
10. London Borough
11. Metropolitan, North East
12. London Borough
13. Unitary, North West
14. London Borough
15. Unitary, North East
16. London Borough
17. Unitary, Yorkshire and the Humber
18. London Borough
19. Metropolitan, North West
20. London Borough
21. London Borough
22. Unitary, West Midlands

Appendix III

Methodology

The national evaluation is concerned with process issues arising from the implementation of the FSES initiative, and with the impacts of the initiative on educational outcomes for pupils, on local service delivery and on families and communities. In year 1 it has examined some of the processes involved in developing and managing FSES projects and the nature of their relationships with other initiatives and of the partnerships they establish. This evaluation builds upon the recently completed DfES evaluation of the pathfinder project, undertaken by the same research team.

The evaluation team has designed a research methodology that includes the following structure in year one:

- A ‘scoping’ exercise, aimed at clarifying the policy context and key issues for evaluation
- A ‘mapping’ module, aimed at characterising the activities in FSESs and identifying processes, impacts and outcomes.
- A ‘case study’ module, aimed at exploring issues in detail and identifying impacts and outcomes in a more robust way.

In addition, preliminary work was conducted on cost benefit analysis. ‘Childcare’, one of the eight strands of full service, has been examined in more depth.

School sample

The DfES provided the research team with the details of 61 projects in England that were piloting the full service extended school initiative. For the most part, these projects were based on individual schools with local authority support, though, as the main report indicates, this was not always the case. The research team drew a potential sample of 25 projects that could be involved in the mapping module and, from these, the 12 that would form the case study FSESs. The DfES forwarded planning documents completed by each of the 61 projects to the research team. The details from these were entered into a database. From this database, the research team identified the initial 25 projects using the following criteria:

- They reflected a diversity of school type (primary, secondary, special, specialist status, school clusters etc.).
- They reflected a diversity of context, in terms for instance, of local authority type, ethnic mix, geographical location, relationship to other educational and non-educational initiatives.
- There was prima facie evidence (e.g. from plans, Ofsted reports, local authority reports, reports from ContinYou and, for some, pathfinder data) that the initiative was well conceptualised and managed and that the school as a whole was well managed.

Preliminary ‘scoping’ exercise

In the first instance, nine of the 25 projects were contacted by telephone and invited to participate in a preliminary exercise. These were selected for convenience and accessibility to the research team. Interviews with heads, FSES co-ordinators and relevant LA officers were conducted between January 2004 and April 2004. These initial visits were an opportunity:

- to get an ‘overview’ of the nature of FSES activity within each project
- for the research team to pilot the interview schedules to ensure their ‘fitness for purpose’ for phase one of the evaluation.

These projects were then included in the main mapping sample, with further visits as necessary.

Phase one – ‘mapping’ exercise

Drawing on the findings of the scoping exercise, interview schedules were developed for school, LA and partner organisations personnel taking part in the mapping exercise proper (see appendix IV). Further projects from the potential sample of 25 were then approached by the research team and invited - by letter and explanatory flyer - to participate in the evaluation. Each project (usually in the person of the school headteacher/s) was contacted by telephone, asked to confirm their willingness to participate in the evaluation and invited to arrange a time and date convenient to them to host a research team visit. The interviews were conducted between April 2004 and October 2004.

The purpose of the ‘mapping’ exercise was to characterise FSES activities and identify process issues and intended impacts and outcomes. This was achieved by interviewing key personnel within each school and LEA involved in FSES development. As a minimum, this included the headteacher of the school, the school FSES co-ordinator (if already appointed), a LA representative and a partner agency representative (e.g. Health, Social Services, Police). The topics covered by the interviews included: history; rationale and aims; activities; impacts, outcomes and evaluation; problems and strategies; sustainability and future developments and government policy and support.

Where possible, each respondent was interviewed separately and face-to-face. Interviews typically lasted between 30 and 60 minutes and were audio-taped where respondents were willing. The interviewees were reminded that the content of the interview was confidential to the research team and if used in any subsequent report, would be anonymised accordingly.

In the event, 22 of the 25 projects were involved in the mapping exercise. Three projects were withdrawn from the evaluation because participation was impractical (because, for instance, of the very recent appointment of a new head or the school’s being in the process of transferring to a new building).

Interview notes were written up and organised under the headings in the interview schedule. A preliminary analysis of the interview data was conducted, which had two functions:

- (i) identifying early common themes and emerging issues; and
- (ii) identifying criteria that would inform the selection of the case study projects.

Those projects not selected for case study were each sent a summary report written from the interview notes with a covering letter thanking them for their contribution.

Phase two – case studies

Twelve of the 22 projects were involved in phase two on the basis of the following criteria:

- They reflected the range of approaches to full service extended schooling emerging from the mapping module.
- There was confirmatory prima facie evidence from mapping visits that the initiative was well conceptualised and managed, that the school as a whole was well managed and that there was likely to be a high level of delivery of activities and partnerships.
- They had good data collection procedures in place.
- They were keen to take part in the evaluation and saw it as a developmental opportunity.

The sample, therefore, was purposive rather than representative. The aim was to identify those projects which were most likely to deliver and to co-operate in the evaluation of outcomes in order to understand better what the FSES initiative could achieve under relatively favourable circumstances. This inevitably means that the sample is less useful for understanding the problems which the initiative might encounter under less-favourable circumstances. The twelve case study schools were contacted by telephone to arrange the case study visits and these were conducted between September 2004 and November 2004.

As explained in the main report, the evaluation of outcomes from full service extended schools presents significant challenges for the following reasons:

- Projects are, without exception, multi-strand. That is, they undertake multiple activities which are likely to impact in complex ways. It is, therefore, difficult to know which activities or combinations of activities produce what outcomes.
- Projects are, without exception, located in schools and local authorities where many other initiatives and actions are in place. It is, therefore, very difficult to determine whether any outcomes result from full service provision, from some other initiative or action, or from some combination of these.
- Projects tend to be located in different contexts, to undertake different activities and to pursue different outcomes from each other. Comparison between projects to identify the most 'effective' activities is therefore very difficult.
- On the other hand, schools which are *not* FSESs may nonetheless in many ways be like FSESs. They may, for instance, be participating in many of the same

initiatives, pursue similar policies and practices and, in some cases, may be developing variants of extended provision. Comparisons between FSESs and other schools are therefore problematic.

- FSESs may well have a history of extended provision which pre-dates the FSES initiative and the evaluation of that initiative. Comparisons between school outcomes before the FSES initiative is in place and after it is in place are therefore problematic.
- Projects tend to aim at outcomes which may take some years to materialise and are therefore difficult to capture in a time-limited evaluation.
- Projects tend to aim at many outcomes (such as increased community engagement with learning, or heightened aspirations) for which there are no robust measures and, in particular, none which lend themselves easily to quantification.

Outcomes evaluations traditionally rely on comparing school outcomes from different but comparable conditions – for instance, before and after an initiative is in place, or between schools which are or are not participating in an initiative. In order to do this, they rely on having robust, common measures of outcomes which can be deployed across these different conditions. Clearly, such designs are inappropriate in the case of complex initiatives such as full service schooling. Accordingly, we used a ‘theory of change’ (ToC) design (Connell & Kubisch, 1999), which acknowledges the complexities and idiosyncrasies of these initiatives.

Instead of searching for common outcomes measures across different but comparable conditions, ToC evaluations seek to elicit the theory which underpins action in a particular case and to assess the extent to which the realities in the case match that theory. Specifically, theories take the generic form:

In situation A, action (or set of actions) B, will produce changes C, D, E, etc. which will ultimately result in outcome Z

In practice, the articulation of the theory may be extremely complex. However, once it is expressed in this form, the evaluators can seek for evidence as to whether changes C, D, E...are happening. To the extent that these changes *are* happening, the evaluators can predict with growing confidence that the intended outcomes will materialise and/or attribute outcomes with confidence to the actions that have been taken. If these changes *are not* happening, the evaluators can provide early feedback to the effect that the intended outcomes are unlikely to materialise. Moreover, once the theory has been articulated, it is possible to check on its inherent clarity, coherence and plausibility, so that feedback to actors in the situation can take place immediately.

With this in mind, the research team produced a ‘mapping grid’ for each of the twelve schools (see example in appendix VI) which took the form of a rudimentary theory of change. This was produced by analysing the mapping exercise data and condensing them under the following six headings: situation analysis; activities; intermediate outcomes; long term outcomes; management structures and funding; and contextual factors and initiatives.

The 'mapping grid' was sent to the project in advance of the visits to allow school and LA personnel to examine its content. During the visit, where possible, the same key school and LA personnel who were interviewed in phase one were invited to highlight any inaccuracies, misinterpretations or content that was out-of-date on the 'mapping' grid. Any amendments were recorded.

The researchers then worked with interviewees to articulate a theory of change, following the generic form outlined above. Following these discussions, the research team produced for each of the twelve case study schools a short narrative that encapsulated this theory (appendix VII) and served as an explanatory text in the production of a 'mapping diagram' (appendix VI), a visual representation, or map, of the Theory of Change. These were returned to interviewees for comment and further refinement in what has proved to be an iterative process continuing beyond the end of year one of the evaluation.

The process is proving to be one which moves progressively from a detailed description of the project's situation, actions and intended outcomes to one in which the detail is synthesised and organised around the underlying theory of change. Respondents are effectively asked to look 'beneath' the surface detail of their daily activity to find an underlying rationale which may be more or less implicit. Year two of the evaluation, therefore, is now involving a continuing re-negotiation with the projects of the articulation of their theories until they are sufficiently clear for detailed and customised evaluation plans to be drawn up.

Cost benefit analysis

This strand of the evaluation was intended to scope out the feasibility and desirability of a full-scale CBA. The scoping exercise makes use of the data that have been collected in connection with other strands of the evaluation where these relate to resources deployed in and outcomes from FSESs which can be regarded as costs and benefits in the technical sense explained in the main report. The feasibility of a full CBA depends crucially on the ability of projects, with the evaluation team, to identify these costs and benefits sufficiently precisely for them to be quantified. Some targeted data collection (following up on and clarifying the more descriptive data supplied in other strands of the evaluation) was therefore undertaken to check that this would be possible. Whilst no project was yet in a position to supply all the data that would be needed for a CBA, it seems likely that this will be possible as activities become more embedded and outcomes begin to materialise.

Childcare

This strand of the evaluation was conducted during October 2004 and December 2004. It involved up to 3 telephone interviews of 30-60 minutes with key personnel in 20 of the 22 projects in the mapping phase and drew upon information already collected from mapping and case study visits. As with all interviews, the content was confidential and would be anonymised in written form. The questions in the interview schedule (appendix V) focused on accessibility to, spending on, and types of childcare; sustainability of childcare provision; the place of childcare in the FSES

strategy, and links to Early Years strategies. Data were analysed thematically under these headings.

Appendix IV

School, LEA, & partner organisation interview schedules

Schools: interview topics

The interviewer must consider what information they are aiming to ascertain from each individual interview, and to consider where the emphasis of the interview should lie. Individual interviews do not necessarily have to cover every question – but the set of interviews from a school should together enable these questions to be answered.

History

Does the school have a history of involvement in extended schooling? What aspects of 'extended provision' did the school have (i.e. what did it add to the good provision that any school should be making during the normal school day)? Was the school a Pathfinder? Or, a case study for any other related initiatives e.g. Schools Plus, LGA 'Schools for the Community', ContinYou?

Rationale and Aims

How did the FSES originate? What consultation process took place with the schools and the LEA? Which organisation led this?

What did the school identify as its needs and those of the local communities?

What are the aims of the school for its involvement in FSE school activities?

How does this link to school plans, LEA plans and other strategic developments?

What will the FSE school look like when fully up and running?

Activities

Where are you now in terms of planning and delivery? Have plans changed since the original consultation? What is the timescale for further development?

What management and governance structures have been set up to lead FSE developments on a day-by-day basis? Are these entirely within the school or are they shared with other partners? What role does the LEA play? How well are these structures working?

How is the FSES being resourced (e.g. through what funding streams or 'bending' of resources)? How has the additional FSE schools funding been used? How far would this extension of activities have been possible without the additional funding?

Who are your partners in the FSES development e.g. other agencies/community groups? What links or partnerships with other initiatives have been established

(especially BIP, BEST)? Who are the key contacts we should talk to (get names and contact details)? Are other schools involved?

What staff development has taken place to move to FSE schools status?

What provision have you made for childcare?

Impacts, Outcomes and Evaluation

How has FSE status impacted on the work of the school (e.g. staff workload, demands on managers)? Can any costs and benefits be quantified?

What impact has there been/will there be as a result of the FSE school activities on:

- Pupils
- Parents
- Community
- Other community agencies
- The school – as a whole, to its ethos, to teaching and learning.

What outcomes do you anticipate for these groups and over what timescale? Are any of these already apparent and if so what evidence do you have of them?

How will you be able to monitor these outcomes in future? Is an external evaluator involved? (*Request contact details*) We hope to re-visit – Will you be able to provide us with any data to demonstrate impact and outcomes? What outcomes do you anticipate for these groups and over what timescale?

NOTE TO INTERVIEWER: Where appropriate, suggestions should be made as to how the school could do this so that the school is left with a clear plan for collecting data on outcomes.

Problems and Strategies

What barriers have you encountered in this phase of work? How have these been overcome? What strategies have been employed?

Do you anticipate any further problems arising in the short, medium or long term? How do you think you'll deal with them?

Sustainability and Future Developments

How will your FSE school activities be sustained when the DfES funding ceases? What would help this longer term development?

Government Policy and Support

What aspects of government policy are helpful/unhelpful in developing FSE school approaches?

LEAs: interview topics

The interviewer must consider what information they are aiming to ascertain from each individual interview, and to consider where the emphasis of the interview should lie. Individual interviews do not necessarily have to cover every question – but the set of interviews from a school should together enable these questions to be answered.

History

Does the LEA have a history of involvement in extended schools? What was the nature of this involvement?

Rationale and Aims

How did the FSES originate? What consultation process took place with the schools other agencies and community groups? Which organisation led this?

What are the LEA's overall aims for its involvement in FSE schooling? How does the FSES link to other strategic developments and policies?

What are the local problems, needs and opportunities which led the LEA to identify FSE schooling activities as a priority?

How was/were the school/s chosen to become 'FSE' schools? What criteria were used? Is this the only FSE in the authority, or do others operate in a similar way?

What sorts of support and guidance can the school expect from the LEA?

What will the FSE school look like when fully up and running?

Activities

Where are you now in terms of planning and delivery? Have plans changed since the original consultation? What is the timescale for further development?

What management and governance structures have been set up to lead FSE developments on a day-by-day basis? Are these entirely within the school or are they shared with other partners? What role does the LEA play? How well are these structures working?

How is the FSES being resourced (e.g. through what funding streams or 'bending' of resources)? How has the additional FSE schools funding been used? How far would this extension of activities have been possible without the additional funding?

Who are your partners in the FSES development e.g. other agencies/community groups? What links or partnerships with other initiatives have been established (especially BIP, BEST)? Who are the key contacts we should talk to (get names and contact details)? Are other schools involved?

What staff development has taken place to move to FSE schools status?

What provision have you made for childcare?

How has the governance of the FSE status been organised?

Impacts, Outcomes and Evaluation

How has FSE status impacted on the work of the school and of the LEA (e.g. staff workload, demands on managers)? Can any costs and benefits be quantified?

What impact has there been/will there be as a result of the FSE school activities on:

- Pupils
- Parents
- Community
- Other community agencies
- The school – as a whole, to its ethos, to teaching and learning.

What outcomes do you anticipate for these groups and over what timescale? Are any of these already apparent and if so what evidence do you have of them?

How will you be able to monitor these outcomes in future – and how are you advising the school to do this? Is an external evaluator involved? (*Request contact details*) We hope to re-visit – Will you be able to provide us with any data to demonstrate impact and outcomes?

NOTE TO INTERVIEWER: Where appropriate, suggestions should be made as to how the LEA could do this so that the LEA is left with a clear plan for collecting data on outcomes.

Problems and Strategies

What barriers have you encountered in this phase of work? How have these been overcome? What strategies have been employed?

Do you anticipate any further problems arising in the short, medium or long term? How do you think you'll deal with them?

Sustainability and Future Developments

How will your FSE school activities be sustained when the DfES funding ceases? What would help this longer term development?

How will this FSES be used to inform developments elsewhere in the LEA?

Government Policy and Support

What aspects of government policy are helpful/unhelpful in developing FSE school approaches?

Partner organisations: interview topics

The interviewer must consider what information they are aiming to ascertain from each individual interview, and to consider where the emphasis of the interview should lie. Individual interviews do not necessarily have to cover every question – but the set of interviews from a school should together enable these questions to be answered.

History

Does the partner organisation have a history of involvement in extended schooling? Please describe this?

Rationale and Aims

How did the FSES originate? What consultation process took place with the schools and the LEA? Which organisation led this?

What did the school identify as its needs and those of the local communities? Was this in line with your organisation's thinking?

What are the aims of the partner organisations with its involvement in FSE school activities? How will the FSES help or hinder your organisation in meeting its aims?

How does the FSES involvement link to other strategic developments and to policies and approaches in the LEA, LA, HA?

What will your contribution to the FSES look like when fully up and running? (e.g. if PCT – do you have a view of what health will look like at the end of the project?)

Activities

Where are you now in terms of planning and delivery? Have plans changed since the original consultation? What is the timescale for further development?

How is your contribution to the FSES managed and governed? Have new structures and systems had to be set up? How well are these structures working?

How has your organisation's involvement been resourced (e.g. through what funding streams or 'bending' of resources)? Has DfES FSES funding played any part in this?

Have any links with other initiatives been established as a result of the FSES? Have these involved new partnerships with other organisations?

What staff development has taken place to move to FSE schools status?

Impacts, Outcomes and Evaluation

How has the FSES impacted (positively and negatively) on your organisation's work (e.g. range of services provided, staff workload, user access, resource deployment)? Can any costs and benefits be quantified?

What impacts have there been on:

- Pupils
- Parents
- Community
- Other community agencies
- The school – as a whole, to its ethos, to teaching and learning.

What outcomes do you anticipate for these groups and over what timescale? Are any of these already apparent and if so what evidence do you have of them?

How will you be able to monitor these outcomes in future? We hope to re-visit – Will you be able to provide us with any data to demonstrate impact and outcomes?

Problems and Strategies

What barriers have you encountered in this phase of work? How have these been overcome? What strategies have been employed?

Do you anticipate any further problems arising in the short, medium or long term? How do you think you'll deal with them?

Sustainability and Future Developments

How will your FSE school activities be sustained when the DfES funding ceases?

What would help this longer term development?

Government Policy and Support

What aspects of government policy are helpful/unhelpful in developing FSE school approaches?

Appendix V

Childcare interview schedule

Has the creation of childcare in full service schools contributed to improved availability of, and access to, local childcare services?

Is childcare accessible at the intended times and to the intended target audiences (i.e. is it available throughout the calendar year, open longer hours [e.g. 8am -6pm] and open for use by school staff and all local families, not just those with pupils at the school; and for use by all local residents, not just carers/ parents of school?)

What has the childcare funding been spent on and what have been the most significant measurable achievements?

What has been the local demand for school-based childcare (e.g. from parents, children and young people and from school staff)?

What type(s) of childcare are being offered (e.g. breakfast clubs, after school clubs, nurseries, pre-schools, childminding, holiday clubs?)

Are school governing bodies operating the childcare themselves or are they working with other childcare providers from the private and voluntary sectors e.g. nurseries, pre-schools/playgroups, childminders? Is childcare provided in partnership with local childcare providers, by a network or cluster of schools, or by childcare providers which have links with schools? Is childcare on-site or elsewhere? How are these networks/ linkages working?

How do full service schools regard the importance of childcare compared with the other elements of the core offer?

What are the principal benefits and barriers to schools of operating childcare services? How are any barriers overcome? What good practice can be identified and what lessons have been learned that which might be useful for other schools providing childcare?

How are schools planning to sustain their childcare services in the future?

From their experiences, can schools/local authorities propose any key success factors which would help other schools to develop their childcare services?

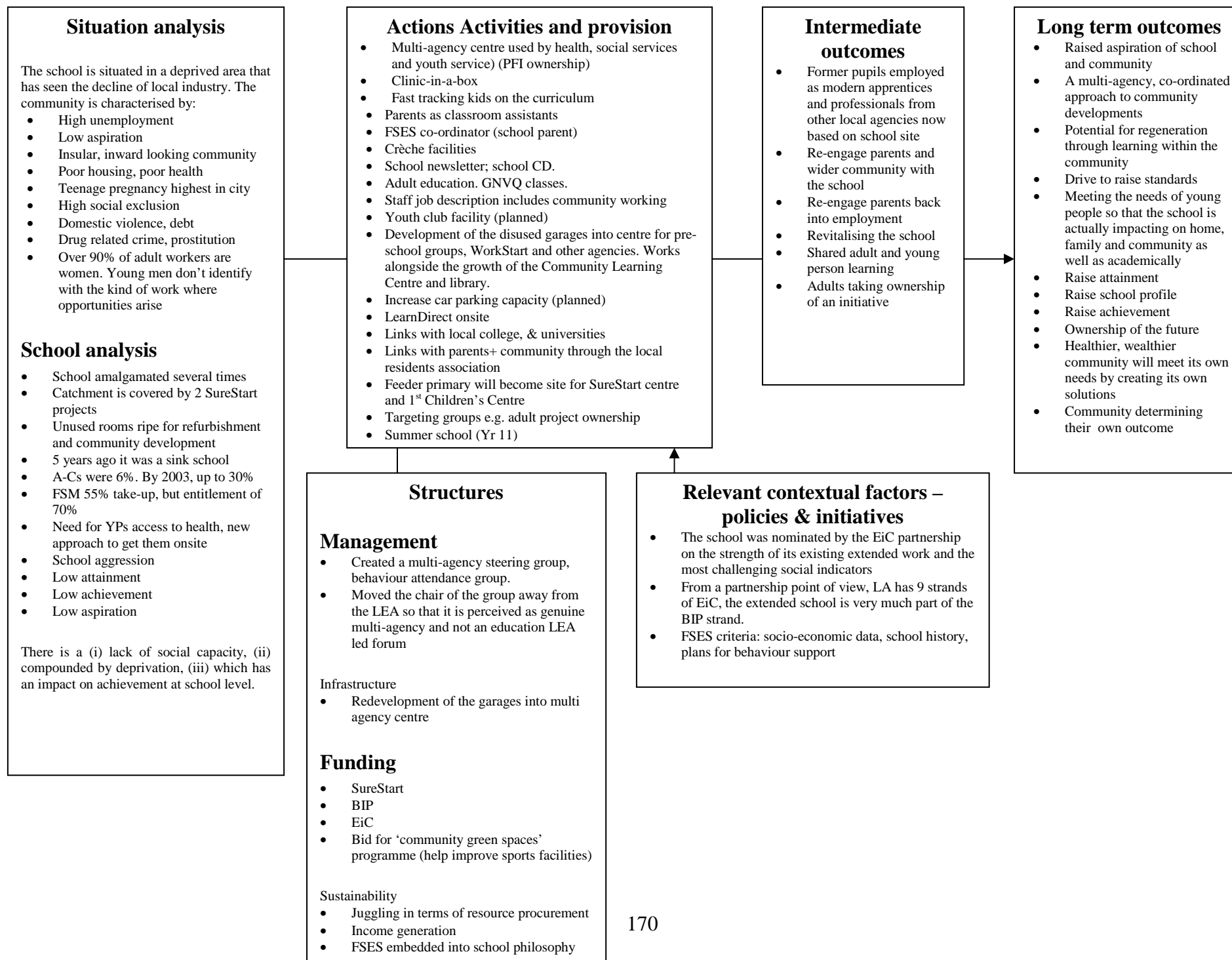
What kind of partnerships and links are there with the LA and with Early Years and Childcare Partnerships?

Appendix VI

Mapping grid

The mapping grid presented on the following page is drawn from ‘Keith High School’ (LA22). This represents the first stage in articulating the theory of change which is set out in chapter 7 in the main report.

The grid has been slightly modified from the version returned to the school in order to preserve confidentiality.



Appendix VII

Theories of change examples: short narratives

This appendix presents examples of the short narratives which articulate the underlying theories of change of FSES projects. These narratives represent a further stage of the analysis following the formulation of the mapping grid presented in appendix VI. These are working documents which seek to articulate the implicit theories of leaders of the FSES initiative. In particular, they set out characterisation of the situations which the FSESs see themselves as facing and (in broad terms) the responses they seek to make to those situations. Importantly, they are not the researchers' 'independent' accounts of those situations and responses.

All names have been changed for purposes of confidentiality. The first narrative is drawn from the project which is discussed in greater detail in chapter 7.

LA22

Keith High School serves an area of very high deprivation characterised by poor housing, poor achievement and low aspirations. It sits between two communities, Hightown and Beverton, with high unemployment. Young men in particular do not identify with the type of work where job opportunities arise. Families do not want to live here, but get housed here, stay as long as necessary and then move on. Life expectancy is lower than the national average. The area suffers from domestic violence, debt, prostitution and drug related problems. Some parents in the community have, in the past, been brutalised by the school regime and are very reluctant to engage with the school. The school recognises it needs to address these issues with the help of social services and the voluntary sector.

The overall effect can be generalised in the following three ways – material costs (poverty, health, housing), cultural costs (inappropriate male employment expectations, teenage pregnancy, domestic violence, drugs, low aspiration) and school costs (low attainment, unpopular school, poor behaviour), with the latter perhaps a by-product of the first two. There is a lack of social capacity, compounded by deprivation which has had an impact on achievement at school level.

Keith School has sought to address this at a community level, by endeavouring to re-engage parents in particular, with the school, making it a focal point for change i.e. the parent as governor; the parent as FSES co-ordinator; the parent as teaching assistant, and the parent as 'achiever' whose success, it is hoped, will by example, impact directly on pupils and the wider community. In tandem with this, is the school's commitment to engage the pupils in a broad range of activities, which support and encourage them and raise the school profile.

By using the parent to complement the link between the community and the pupil, the school becomes the hub for change, raising community aspiration and engagement, and raising pupil attainment and achievement.

LA8

LA8 is in an area of high unemployment and poor health since the decline in the traditional coal and steel industries. These industries have been replaced by more transient, part time employment, e.g. call centres. New businesses tend to be small scale employers. The area suffers from a lack of opportunities, low aspiration and educational underachievement. The community is inward looking and predominantly white. Stephens Community School is perceived as an institution for adolescents by the local community. The school tries to promote itself as being special to engage the community and combat these negative perceptions often held by former pupils. The school is working to build capacity in communities to encourage greater involvement and responsibility to help raise school standards.

The twin problem of poor school perceptions and what education has to offer its community and a community suffering from post industrial decline whose perception is that education has nothing to offer except long term unemployment, makes change difficult. A change in perception and the re-engagement of its captive, school population would appear to be Stephens's approach to improvement. The school has embraced fully the full service extended school (FSES) mantle. It has devised its own 'Stephens Model', a 'continuum' model that works on the principle of early intervention and prevention (i.e. the level of support and access to services available is dependent upon where a pupil in need finds his/herself along the continuum scale). The school is very much pupil-focused and 'raising pupil engagement' is the first level of intervention on this path. The development of the Student Council and its involvement in the decision making process within the school, including appointing new members of staff, is fully utilised.

The school has recognised that 'family support to maintain engagement' must be encouraged and has offered a team of outreach workers to achieve this (e.g. student support teacher, family health worker, behaviour support professionals). In addition the school offers parents and families access to services via the ICT 'virtual village' and accredited and non-accredited courses and training via the CLC. On the whole, families have become receptive to the provision on offer, so it is hoped this broadens out and encourages 'community engagement with learning' through the use of the CLC, adult education and sports activities on offer. The overall effect of this school strategy is improved pupil, family and community motivation that can be seen to raise aspirations and expectations and change the perceptions of a community and its school population.

LA4

LA4 is in a region of prolonged high unemployment since the closure of the mining industry. This has led to a prevailing culture of low aspiration and expectation. There is a high percentage of people with disabilities and mobility issues as a direct result of working in the traditional industries. This has meant fewer opportunities in accessing employment and education. Few households hold HE qualifications and attainment levels across LA4 are low. This has created an insular and inward looking community with mental health problems. Pupils at Bellamy School are seriously disadvantaged in socio-economic terms with prior attainment and statemented pupils above the national average. Negative, outdated perceptions of the school and other educational

establishments are changing, but there is a definite need to 'create the path of least resistance into education'.

The Bellamy School was part of the BIP selection to FSES status. This was based on criteria including support of pupils with behavioural and attendance needs and a willingness to continue inclusive practices and participation in other school improvement programmes. Three co-ordinators manage FSES. A multi-agency co-ordinator (to ensure services are working together); a lifelong learning and community co-ordinator (access to learning for all ages); A childcare co-ordinator (offering support for all services).

The focus on early intervention and prevention programmes is approached by Bellamy in the following way: child protection (i.e. early intervention for children at risk); engaging parents with the help of support services and strategies; identifying barriers to learning; flexible programmes and links to other agencies (i.e. the Children & Young People's Board involves voluntary and statutory agencies and organisations).

LA12

The local community has a wide socio-economic mix including a substantial number of indigenous parents unable to leave the area because of the poverty trap. There are many parents with mental health needs (usually drug related) where children are the main carers. There is a high level of mobility due to a transient population. Milburn is an inclusive school, serving this very diverse population that includes travellers, refugees and asylum seekers. Over 40 languages are spoken by pupils and over 80% speak English as an additional language. The school is located in an area of increasing social pressure i.e. drug trafficking, gun related crime and substance misuse.

. The promotion of social cohesion and the welfare of the pupils is seen as essential and can only be achieved through a school policy that seeks to involve parents at every level of the children's development. That child development includes before and after school activities, school and college links, sport and holiday play schemes. One of the school's long term outcomes is to create a school that is a 'safe haven' for pupils, families and communities and this is being achieved with initiatives including wraparound childcare running in tandem with courses that encourage families back into work and crime prevention initiatives on personal safety and transport issues. Empowering parents to fulfil their own potential and take responsibility for their children's education with the support of the school, drives the school agenda. Staff development is also integral to maintaining a stable environment and staff recruitment and retention has been enhanced by improved childcare provision.

Milburn's holistic approach to learning and engagement is not necessarily replicated when children move on to secondary school. High expectations of both parents and pupils are not always met in high school. This has been recognised and issues around a pupil's transition are being addressed by Milburn and the secondary schools it serves.

LA13

LA13 comprises two towns within a traditional industrial area. The decline of its manufacturing base has left high unemployment and derelict and polluted land. Socio-economic deprivation is widespread leading to low self esteem and a lack of aspiration. Health standards in particular, especially among women, are poor. Its population was boosted in the 1970s through its designated 'New Town' status, attracting young families. Robert is the borough's special school for physically disabled children but with increasingly complex medical needs. Its willingness to share its facilities and engage with the community has raised its profile in the borough and beyond.

When LA13 became a unitary authority, the resulting SEN provision no longer matched its needs and the local authority undertook an SEN Review. With the push towards inclusion and a move away from special schools, Robert could well have found itself the subject of closure. However, with the introduction and piloting of full service extended schools (FSESs), the LEA were able to secure FSES status for this school to hopefully ensure its future as well as capitalising on its existing high community profile.

The school is willing to adapt to new and complex needs, whether these be the needs of the school pupil population and/or those of the wider population. It knows it must develop the school as a community and multi-agency base and for the co-ordination of services as identified by the LEA (teenage pregnant school girls; teenage mothers; school phobics; children with long term medical needs), to fulfil the eight strands of provision in the original DfES planning document. Although the school's swimming pool is currently used by community groups, the school is aware that creating greater community involvement could, without well considered rental agreements and protocols and improved security and community access, impact negatively on the schools core activity, that of ensuring the security and wellbeing of its disabled pupil population. The physical expansion of the premises is also seen as a priority if the school is to service the borough as a whole.

The very nature of the school population has meant that respite care for parents and families, outreach work (e.g. portage), social and sports activities, mainstream school links and staff development and training, are already well established. The desire of the school is to provide a 'continuum of specialist care'. Its long term vision is to widen the community's understanding and acceptance of disability.